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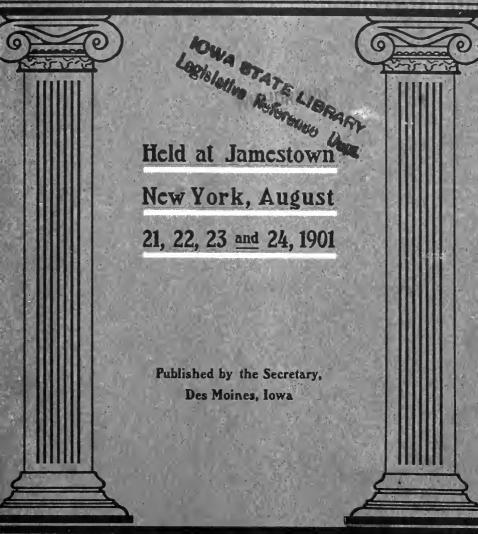


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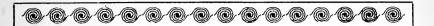
# League of Ameri can Municipalities

oceedings of the Fifth Annual Convention





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# **PROCEEDINGS**

OF THE

# FIFTH ANNUAL CONVENTION

OF THE

# League of American Municipalities

HELD AT

JAMESTOWN, N. Y. AUGUST 21, 22, 23 AND 24, 1901



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OF THE

# LEAGUE OF AMERICAN MUNICIPALITIES

1901-1902

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# **PROCEEDINGS**

#### FIRST SESSION.

Wednesday Morning, August 21, 1901.

President J. A. Johnson, of Fargo, N. D., called the meeting to

President Johnson introduced Rev. Dr. W. P. Hellings who offered prayer.

President Johnson-Gentlemen of the Convention: I have the pleasure of introducing to you Hon. J. Emil Johnson, mayor of Jamestown, who will now address you.

#### MAYOR JOHNSON'S ADDRESS OF WELCOME.

It is a proud day for Jamestown when she extends unlimited welcome to the members of the League of American Municipalities, and not alone to them but to the

wives and daughters who have so graciously honored the city by their presence.

The members of this League represent that part of government closest to the people, for by the errors or successes of municipal administration the citizen is most immediately injured or benefited.

You have come together solely in the interests of good government. It is a purpose of the breadest reprinting and of cheeds to gracific heavest.

purpose of the broadest patriotism, and of absolute unselfishness. It is in this serious, non-partisan consideration of the growing municipal problems that we find assurance of their right solution. To find fault is not a mark of greatness; but to find a remedy may be.

to find a remedy may be. Unnumbered thousands of human beings have their welfar, bound up in the questions you have under consideration, and the character of city government which you may now succeed in establishing will have its direct influence upon the well being, the health, physical, mental and moral, and the material prosperity of the boys and girls, who are the men and women of tomorrow.

The people are aroused to the importance of the question whether we are to pass from the city of restricted powers, to an enlarged municipal activity in which all enterprises beneficial to its people, as museums, playgrounds, libraries, baths, parks, employment bureaus, as well as water, light, heat, telephones and transportation facilities shall have a part. We welcome the discussion of such questions in our midst.

in our midst.

Many of you come from larger cities, but not from any more desirous of good government than our own. It is not a city of retired capitalists, but one of cease less commercial activity. Probably not a city is represented in this convention whose merchants do not sound the praises of our furniture; your wives can explain the merits of our worsteds; our machinery, and metal manufactures have a national reputation. In fact, from our varied products, we can build your house, furnish it in the most approved style from kitchen to parlor, clothe your family, and furnish your table. Before you leave us, you must verify what I have said by personal

your table. Before you leave us, you must verify what I have said by personal inspection.

We hope also that you will consent to visit some points of interest in the vicinity. Needless it is for me to speak of the charms of Lake Chautauqua. About twenty miles in length, fed only by innumerable hidden springs, filled with the best of fish, homelike hotels upon either shore, it furnishes opportunities for many days of pleasure. Near its northern extremity the Chautauqua Assembly continues its mission of good along religious and educational lines. The lake is upwards of 1,200 feet above the level of the sea and turns its waters across the republic into the Gulf of Mexico, while within sight of it and a mile or two to the north the great watershed turns to the St. Lawrence system.

We want your convention to be most pleasant and successful, and during your

We want your convention to be most pleasant and successful, and during your sojourn among us we will do our utmost to prove the sincerity of our city's welcome

President Johnson-Gentlemen, we are to be congratulated this morning on having with us a gentleman who stands rather high, not only in his own community at home, but in this great Empire state of New York, the speaker of the assembly of the legislature of the state, and also the chairman of the board of supervisors of the county that Jamestown is in. I have the pleasure of introducing to you the Hon. S. Fred Nixon.

Mr. Chairman, Delegates to the Convention of the League of American Munici-

Mr. Chairman, Delegates to the Controllon of the Addison Palities, Ladies and Gentlemen:
I am never introduced to an assemblage, and especially one of a political nature, that there does not come to my mind a little incident which occurred one time in Washington during the speakership term of Ilon. Thomas B. Reed, of Maine. Durathy and the speakership term of Ilon. Thomas B. Reed, of Maine. Durathy and the speakership a gentleman with his little son, a typical American Washington during the speakership term of Hon. Thomas B. Reed, of Maine. During the deliberations of one session, a gentleman with his little son, a typical American boy, sat in the gallery. After he had watched the proceedings for a time, the boy turned to his father and said: "Father, who are those men who are about the floor of the house below us?" The father replied: "My son, those are the speakers of the house of representatives." Then, in a moment, the young man said: "Father, who is that portly gentleman sitting upon the rostrum?" "That, my son, is the house of representatives." I wish to say in explanation, and especially for those here who represent the municipalities of this great Empire state, that the conditions which were reputed to exist in Washington at that time never, within my recollection, have existed in the Empire state, and the responsibility for municipal legis lation rests with that body of gentlemen whose seats are upon the floor of the legislation rests with that body of gentlemen whose seats are upon the floor of the legislative hall, and not with him who sits upon the rostrum and presides over their deliberations.

I am very glad, personally, of the opportunity to extend to you a word of greeting and good cheer. We, all of the county of Chautauqua, outside of the city of Jamestown, feel honored that you chose this as your convention place. I desire to reaffirm every word which the mayor has said with reference to the enterprising city of Jamestown, a city which, for its population, is one of the greatest manufacturing centers that there is in the United States. We are glad to welcome you to the city within the borders of the old county of Chautauqua, a county which, in itself, is a typical one of the sixty-one that go to make up the commonwealth of the great Empire state; a county whose industries are diversified, and which is the home of the Chautauqua Assembly, one of the greatest institutions of popular education in the world. We are glad that you have for a second time called your convention within the confines of the old Empire state, a state which, in itself, equals almost any empire of the old world; a state which, while it has not the greatest number of cities, contains within its borders the greatest city which exists upon the Ameri-

can continent.

can continent.

Conventions of this kind do much for the advancement of the municipalities of this great nation. I am informed by your representatives that this is the fifth convention which you have had, and the second held in the state of New York. There is no problem, in my judgment, which is of greater importance to the people of this union than that of a satisfactory municipal government. In the early days of this Union, our forefathers had sufficient experience in the government of the early colonies, so that when the time came for them to formulate a basis of government that were prepared to formulate a constitution which has been the worder. early colonies, so that when the time came for them to formulate a basis of government, they were prepared to formulate a constitution which has been the wonder of the people of the whole world, and we have a foundation basis of government which is more than satisfactory in state and in nation. The same has been true with reference to our state constitutions. At the time of the adoption of our national constitution, there were twenty charter cities. There was no reference made in that instrument of government to the fact that a city existed, and in 1777, when the constitution of the Empire state was adopted, there was only one single reference to a city. In 1894, when we formulated and adopted our new constitution, we endeavored to remedy, to a very great extent, the evils which existed, in so far as municipal government was concerned. We classified our cities, and asked the legislature to pass legislation which should affect cities as a class, and which should not affect them individually. I regret to say, however, that it has seemed impossible for the legislature, in the discharge of its duties, to live literally up to this proposition in passing legislation.

for the legislature, in the discharge of its duties, to live literally up to this proposition in passing legislation.

It is not surprising that this problem of municipal government appeals so strongly to the people of this nation. In 1820 there were only five per cent of the people of the United States who resided in cities, while today between thirty-five and forty per cent reside in our municipalities, and I believe when the time comes for our next census that we will have a majority of the people of this great Union residing within our cities. It is no wonder that you feel impelled to call annually a convention of this kind for the interchange of ideas as best how to solve this great problem. In 1845 there was established the first paid fire department. It has only been a comparatively few years ago. This problem confronts us, and is commented upon more than any other one problem which appeals to the thought and judgment of the American people. I believe it was Thomas Brice who said, in his "American Commonwealth," that upon the question of the government of cities the United of the American people. I believe it was Thomas Brice who said, in his "American Commonwealth," that upon the question of the government of cities the United States was less advanced than upon any other proposition which absorbed the attention of this country. I feel as though I might discuss this problem with you with a little greater latitude than would one who has had no legislative experience. I appreciate the fact that in so far as charters are concerned (and I speak especially of the Empire state, because I am not familiar with the government of the other states), this primary instrument of government comes from the legislature. We may be at fault, and I have no doubt but what frequently we are at fault in the formabe at fault, and I have no doubt but what frequently we are at fault, in the formation of that instrument of government. We establish for you the lines along which you shall conduct your administration, and if these lines are not broadly and well defined, it is the blame of the legislature and not the blame of the administrative department.

I regret that I did not know during the past winter that this convention was to be held, and it is a fault of mine, because I should have been better informed of these events. I know the chairman of the cities committee in the body over which I preside would have been delighted to have been here and listened, and if necessary

these events. I know the chairman of the cities committee in the body over which I preside would have been delighted to have been here and listened, and if necessary to have taken part in the discussion of these subjects.

We have been confronted during the past winter with a municipal problem, greater, probably, than has ever been presented to the legislature of any state. I recall the session of 1897, following the adoption of the charter of Greater New York. During that session there were over 500 bills introduced in our legislature amending that charter. I must confess it would be very difficult for any administration to keep posted on an instrument of government which would be attacked so many times during one legislative session. Then again, this year we passed a new charter for that great city, and that instrument of government covered 2,600 pages. I have no doubt but what the legislature in the passage of that act may have made its errors. I believe that there is one thing which should appeal to all of us, and I know it would appeal to many of those who are prominently connected with the legislature of our state, and that is that there should be a closer community between the municipality and the legislature. I believe that if at conventions like this the various legislatures could be represented by committees, that we would gain information which would redound to the credit of both the cities and the states.

Last evening I was looking over the report of the proceedings of the last convention, which was held in the city of Charleston. I read the address which was delivered by the governor of South Carolina, and in that address he referred to the fact that the day previous had been laid the corner stone of the administration building for the Charleston Exposition. New York state is always mindful of the kindness and generosity of her sister states. During the past three or four years western New York has been especially interested in the building of an American exposition. I know that before you leave w

and of the southern and western and eastern states, and during the past year provided a commission, made an appropriation, and they are about to construct a building in the city of the gentleman who sits upon our right.

You have undoubtedly frequently been reminded, when you have been referring to the administration of the municipalities with which you are connected, that the ideal forms of city government exist in the cities of continental Europe. You have been told, undoubtedly, that the ideal city of this entire world is the city of Parls. You have been told that the cities of Glasgow and Birmingham were following along the lines which ought to appeal to American cities. They certainly have taken up You have been told that the cities of Glasgow and Birmingham were following along the lines which ought to appeal to American cities. They certainly have taken up questions which must appeal to the American public. One of the great questions which confront you, as it concerns municipallities of this great Union, is the proper control of nunicipal franchises. Several years ago I had the honor to be chairman of a committee which made an investigation of the railroads of this state. The report of this committee, I believe, made suggestions along that line which would have been for the benefit not alone of the people but, for the advancement of the interests of the corporations. I regret to say that while these recommendations met the approval of the lower branch of the legislature, they failed to receive the approval of the upper branch. approval of the upper branch.

These are questions which must appeal strongly to you, because there is a vast difference of opinion amongst the people of these municipalities as to the best method of solving them.

method of solving them.

I appreciate that I have been wandering a little, possibly, from what I was asked to do. but I am personally interested in these questions. While not affecting the community in which I reside, they do affect the interests of a majority of the people of this Empire state, because, strange as it may seem, two-thirds to three-fourths of the people of this state reside within the municipalities, and the time is soon coming when the municipalities of the state of New York will absolutely dominate the Empire state. Nor is it any wonder that we should feel especially interested in the solution of this problem. We have watched year after year the population of the rural sections of the state becoming smaller, and the population of the cities increasing. We know that this growth is not for a day, or for a year, because we know from the experience of the old foreign cities that It is the tendency of the times for the cities to grow and the population of the country to become depleted, and consequently we feel especially interested in the solution of this problem. This is a question which the American people, a question which you gentlemen, the representatives of these municipalities, can solve. There is no question which the American people cannot solve, and solve better and more intelligently than any other people who exist upon God's footstool. The events which have occurred since the year 1898 have made us the proudest nation that there is in the world. That event of 1898, the Spanish-American war, was a reconstruction period with us. It created a different feeling between the different sections of the United States and engendered a greater degree of patriotism than ever before existed in this United States and engendered a greater degree of patriotism than ever before existed in States and engendered a greater degree of patriotism than ever before existed in this Union. You recall at that time how we were considered as the seventh or eighth nation in the community of nations, and you remember how, after the war, we came to the front and occupied the proud position which has been the wonder and the marvel of the world, and today we are looked upon as the first and foremost nation in almost every respect.

I assure you I appreciate the opportunity which has been accorded me in saying

to you a few words of welcome on behalf of the people of the county in which I

reside, and on behalf of the people of the Empire state, who always welcome within their borders those gatherings and assemblages which are for the advancement and good of Americans. We are delighted to have you with us. I know when you leave, when you have enjoyed the hospitality of this city for the next three or four days, you will say that that ideal hospitality which is supposed to exist only in the West and South has come on East, and that Jamestown and the county of Chautauqua have at least endeavored to make you comfortable while you were with them.

## President Johnson then delivered the following address:

Gentlemen of the League of American Municipalities:

Gentlemen of the League of American Municipalities:

I wish to congratulate you on this, your fifth annual convention. The past year has been a prosperous one for our organization. The report of the secretary will show a very marked increase in membership over what it was when we met in Charleston, last December. Our membership consists of cities rauging in population from 3,000 to over 3,000,000; thus showing that we are adapted to all classes of municipalities. That it has met with hearty welcome by municipal officers is shown by the fact that thirty-eight of the states in the Union, as well as two provinces in Canada are represented in its roll of membership. The League, like all others of its kind, that are organized for the benefit of the general public, has met a great deal of opposition from parties whose interest it was, and is, to belittle its influence and work. There have been other associations formed in the interest met a great deal of opposition from parties whose interest it was, and is, to belittle its influence and work. There have been other associations formed in the interest of certain municipal subjects, but ours is the only one ever organized that has taken all matters of municipal administration by officials who have the work to perfrom and who are familiar with its many complex duties and responsibilities, and know the needs of their various cities. You are devoting your time and energies for the benefit of your fellow-men, without hope of even approbation, to say nothing of reward. That must come to you in the consciousness of having done your full duty by the people who have trusted you and honored you, by placing you in the responsible position you now occupy. sible position you now occupy.

Sible position you now occupy.

By referring to the late secretary's report, it will be seen that a number of cities were carried on the roll as members, that have failed to pay their dues ranging from one year, back to the date of organization. A number of the cities so carried claim they have never joined the League. Some of the cities so carried, have since formally joined the League and have paid their dues.

Through the good work of Secretary MacVicar, the sum outstanding and due the League has been materially reduced. When we met at Charleston, S. C., we found a small deficit, which some of the patriotic members contributed toward its obliteration, and we started off, free from debt; excepting to those who had contributed toward the extinguishment of the one we then had. You will find, by referring to the reports of the secretary and treasurer, that our financial matters are in better shape than they have been at any time since we organized the League at Columbus in 1897. League at Columbus in 1897.

League at Columbus in 1897.

It has been my privilege to have met with a number of city councils during the past year, and I have become convinced that all that is needed to secure nearly every city in the United States and Canada is to fully explain the objects and aims of the League to get them to join. I would suggest that during the sessions of this convention, that the trustees meet and see if they cannot formulate some plan by which some competent man, or men, can be secured as organizers, under the direction of the officers of the League. The question of municipal government is one of the greatest that the people of the United States have to contend with today.

have to contend with today.

municipal government is one of the greatest that the people of the United States have to contend with today.

The census of 1900 shows the urban population of the United States has increased from 12,936,110 to 28,411,628 in the past twenty years, and that the percentage of the population living in cities, has increased from 25.8 to 37.3 per cent during the same time, or an increase of 11.5 per cent. It also shows that in 1890, there were 580 places of 4,000 population or more, while in 1900 it had increased to 1,158, or almost doubled. Of the urban population, the census discloses that 14,288,317 live in cities of 100,030 population or over, and that 14,131,351 live in cities of between 4,000 and 100,000, Again nearly one-half of the urban population live in the smaller cities. These are startling figures. When you come to consider the towns of from 1,000 to 4,000, we will find that nearly one-half of the population of the United States live under municipal governments and demand of their officials, all the improvements and conveniences that the larger cities afford their citizens. With these facts starting us in the face, it behooves us, and those who will succeed us, to do all in our power to secure the co-operation of nearly every municipality in the country to join us in the good work so well began by you. The organization of the League of American Municipalities has already saved millions of dollars to the taxpayers of the United States, since its organization, in the cost of paving and lights alone, and we have but just began. It has been shown at your previous meetings each city council seems to have been "held up" by paving contractors and lighting companies for all they could get out of them. That is impossible now, if municipal officers will avail themselves of the excellent system adopted by the late Secretary Mr. B. F. Gilkison and now carried on by Mr. MacViear in the "Bureau of Information," where reliable data on all subjects pertaining to municipal government, and its cost can be obtained by off

Under our system of government, where changes in the personnel of city officers are so frequent, we are liable to lose the attendance and influence of members who have the League at heart, unless we change our constitution so as to permit of a more liberal membership of those who have attended our meetings, while officials. the seems to me that it would be the part of wisdom to retain them and do all in our power to secure their attendance at our annual meetings the same as we had them with us, while they were officials. I most earnestly recommend that the constitution be so changed as to permit every man who may have had a right to attend and participate in our meetings, when an official, to do so when he has ceased to hold an official position and to permit him to participate in discussions. but not to vote in the election of officers or the place of meetings, or in the changing or amending of the constitution. This matter was brought up by me at Detroit, Mich., in 1898, but it was not thought best at that time to adopt it. There is no danger of ever having too many men attend, who will do so, at their own cost, solely for the good they can accomplish in the work they love so well. In order that this may come before you, I take the liberty of naming the following as a committee on amendments to the constitution, viz: Mayor Charles S. Ashley of New Bedford, Mass., Mayor J. Adger Smyth of Charleston, S. C., and Mayor Geo.

R. Perry of Grand Rapids, Mich.

In conclusion, I desire to thank you all for the distinguished honor you have conferred on me by electing me as your president and for the uniform courtesies extended to me by the officers and members of the League, and more especially to Hon. John MacVicar, your untiring secretary, who has labored, early and late, for the unbuilding of the League.

for the up-building of the League.

President Johnson—The next thing on the program is the reports of the committees and officers. We will hear the report of the Secretary.

#### SECRETARY'S REPORT.

To the League of American Municipalities:

In submitting this report, your secretary begs to say that during the nine months which have elapsed since the last meeting of the League, considerable energy has been spent in endeavoring to unravel the entanglements, financial and otherwise, into which the League's affairs had drifted. Despite this embarrassing condition, we have endeavored to meet the demands of the membership upon the bureau of information with promptness, and believe that with few exceptions the large number of inquiries received have been answered intelligently. These inquiries came not alone from League members, but also from officials of cities not enrolled as members and from students of political and social economy both in inquiries came not alone from League members, but also from olderlas of cities not enrolled as members, and from students of political and sociat economy, both in and out of our schools; nor did these inquiries come alone from the United States, but also from Nova Scotia, Hawaii and the Philippines.

I trust that the treasurer's report will show a near conclusion of these old obligations, and that the coming year will enable us to inaugurate a systematic method

of gathering and filing practical information, something which, during the first four years of its life, the Leagne has failed to do.

Upon attempting to collect dues shown by the League's books to be in arrears, we have in several instances been advised that the member had previously notified the secretary of its withdrawal. These cities have been dropped from the rolls However, a sufficient number has been added to the rolls during the past nine months to leave the nominal membership about the same as it was when the sccre-tary last reported. I regret to report the withdrawal from membership by Mayor Ashbridge, of the city of a Philadelphia. I am pleased to report, however, the fol-lowing additions to the League's membership, several of which are due to the vigorous efforts of the president:

Columbia, S. C. Fort Worth, Texas. Geneva, N. Y. Geneva, N. Y Lincoln, Neb. New Britain, Conn. St. Paul, Minn. Cohoes, N. Y.

Crookston, Minn. Georgetown, S. C. Joliet, Ill. Morristown, N. J. Omaha, Neb. Winnipeg, Canada,

The following members are delinquent, some for two years, and others for three years, and despite numerous requests for settlement, have failed to respond:

Urbana, Ohio. Ironton, Ohio. Logansport, Ind. Anniston, Ala. Altoona, Pa. Mt. Sterling, Santa Barbara, Cal. Moberly, Mo. Natchez, Miss.

Roanoke, Va. Cheboygan, Mich. Indianapolis, Ind. Lincoln, N. J. Zanesville, Ohio. Valley City, N. D. Joplin, Mo. Hamilton, Ohio, Terre Haute, Ind.

During the nine months covered by this report, the receipts and disbursements of the secretary's office have been as follows:

#### RECEIPTS.

From membership dues\$	
From miscellaneous sources.  From advertising in official proceedings.	
From the treasurer	
Total §	2,575.40

#### DISBURSEMENTS.

Paid expenses, including salary of stenographer, printing proceedings.	
postage, etc.	\$ 937.37
Paid commissions of advertising solicitor	
Paid salary secretary	
Paid to treasurer	1,404.55

In addition to the \$1,379.70, collected by the secretary for dues, \$195, were collected by the treasurer, and \$100 by former secretary B. F. Gilkison, a total of \$1,674.70.

Itenlized statements covering this report are submitted herewith.

There is due, according to the books of the secretary, \$1,090 from cities delinquent for two years and over, and \$1,250 from cities delinquent one year or less, making a total due of \$2,340. The secretary has made an earnest effort to collect these delinquent dues, and has no reason to offer why they are not paid. Undoubtedly the greater part of the amount delinquent for a year or less will be collected.

Respectfully submitted, JOHN MACVICAR, Secretary.

Des Moines, Iowa, August 20, 1901.

President Johnson—We will now hear the report of the Treasurer.

#### TREASURER'S REPORT.

The report of Treasurer at Charleston convention December 13th, showed a balance on hand of . \$ 30.59  The amount of cash received since that date from the secretary and from all other sources is
Total\$2,530.14
The expenditures are as follows: Paid to B. F. Gilkison
Paid for expenses at Charleston 70.00
Paid sundry bills of expenses. 231.25 Paid to John MacVicar, secretary 984.67
A total of
Leaving a balance on hand of\$ 459.22

President Johnson—The reports of the Secretary and Treasurer will be referred to an auditing committee consisting of Alderman Anheier, of Fargo, N. D., Mayor Harbison, of Hartford, and Mayor Johnson, of Jamestown.

An invitation was read from Jamestown Lodge No. 263, B. O. P. Elks, extending the use of the club rooms to the delegates. The invitation was accepted and a vote of thanks tendered the lodge.

The following resolution was offered by the Secretary:

That a committee be appointed by the President to draft resolutions upon the death of Hon. Hazen S. Pingree, of Detroit.

The resolution was adopted.

President Johnson—I will appoint the Secretary, Mayor Stephens, of E. St. Louis and Mayor Robinson, of Colorado Springs. I believe this closes the business of the morning session, as shown by the program I have before me. We will now take a recess until 2 o'clock.

#### SECOND SESSION.

Wednesday Afternoon, August 21, 1901.

Mayor Charles S. Ashley, of New Bedford, Mass., called the meeting to order at 2:30.

Mayor Ashley-I would state that it becomes my pleasant duty, by order of the President, to preside at the deliberations of this convention. The first will be the reading of a letter from Hon. James K. McGuire, mayor of Syracuse, N. Y.

Syracuse, N. Y., August 20, 1901.

Hon. John McVicar,

Secretary League of American Municipalities,

Jamestown, N. Y.

My Dear Sir: I regret to inform you that Syracuse Day at the Pan-American Exposition is the cause of my not keeping my engagement to appear at Jamestown tomorrow. I am the chairman of the committee, and most of the responsibility for the success of the celebration depends upon my efforts, therefore it is necessary for me to forego the pleasure of meeting you and our other friends at Jamestown. I have, however, done the next best thing, and sent a substitute in the person of Mr. John Haseltine, keeper of our municipal lodging house, who will present to the convention the paper that I had prepared.

With great respect I am

Very truly yours, James K. McGuire, Mayor.

#### SYRACUSE MUNICIPAL LODGING HOUSE.

Six years ago, the first year that I was elected mayor of Syracuse, I chanced one evening to be present in the central police station when two young men were because it is the control police station when two young men were brought in by one of the patrolmen and charged with the crime of vagrancy. I listened with some interest to the answers made by the prisoners in response to the interrogations of the police captain in charge. Both of these young men the interrogations of the police captain in charge. Both of these young men appeared to be mechanics out of employment and evidently were willing to work If employment could be obtained. One was a machinist who had been employed in bleycle factories and who gave his home as being in the city of Chicago. The other prisoner was a young man of about thirty years of age who said that he was a molder who had been thrown out of employment on account of slack times in Cleveland, and was working his way East on freight trains in vain search of work. The story of the two prisoners together with their appearance and earnestness, caused me to place much credence in their statement, and I resolved to investigate the statement made by each prisoner.

The prisoners were searched, no money or property was found on their posses-

ness, caused me to place much credence in their statement, and I resolved to investigate the statement made by each prisoner.

The prisoners were searched, no money or property was found on their possession and they were sent up stairs to the cells. They were incarcerated behind iron bars and resting upon an iron or wooden bench, they preserved a most dejected and melancholy appearance. Along side of their cells were confined several intoxicated men, one of whom I was informed the next day, made the night hideous for the other prisoners by shouting, cursing and swearing. The next morning the two young mechanics were brought up before the police justice and pleaded guilty to the charge of being a tramp. They were about to be sent to the penitentiary for sixty days when I interceded for them by saying that I thought employment could be obtained for them in the city and that I would see that they were taken care of.

I succeeded in obtaining employment for these two men in city factories and in the meantime proceeded to investigate their cases. The machinist had a wife and child dependent upon his exertions in Chicago. Trade was dull at the time and he could not obtain employment in any Chicago shop. He had saved about \$80 and started East to look for work. At Rochester his last dollar gave out, and in a strange city without friends or money he walked the streets at night, occasionally snatching a few hours of sleep in an out-house. He beat his way to Syracuse on a freight train and had gone to every machine shop in Syracuse, but was unable to get work. The same sad condition of affairs was found to be exactly as stated in the case of the moider from Cleveland. The two men found themselves in the same freight car and became companions in their misery. The thought then occurred to me that the state of affairs was cruel and unjust when honest men trying to get employment without friends and without money had no place to lay their heads at night, excepting the wooden benches of a police cell behind iron bars incarcer cerated the same as felons.

To be without work and money in the eyes of the law was seemingly a crime and when convicted of being a tramp the man was sent to the penitentiary, perhaps for the first time in his career, there to be forced to associate with experienced

criminals, and the way paved for evil intentions and bad life thereafter. demanded, to say nothing of charity, the organization of an institution in the shape of a municipal lodging house, which would provide for a brief period, at least, for these unfortunate workingnen wandering from town to town. At first there was a popular clamor raised in opposition to the municipal lodging house. The enemies of the institution insisted that Syracuse would become a veritable mecca for tramps, and the tunny cartoonists on the newspapers pictured out hundreds of tramps marching along all the roads that enter Syracuse. It was also claimed that there would be a large increase in the number of house burglaries, and that women were not safe in walking the streets at night.

I am happy to state that there has been less houses burglarized in Syracuse since instituting the nunicipal lodging house, three years ago, than has been observed during any period in the history of the city. Not only has there been no increase of the number of tramps, but the fact is that we are almost wholly free from what are known as professional tramps.

The annual appropriation for the municipal lodging house does not exceed \$6,000 per year, and as will be seen from the reports of the superintendent, the net cost to the city is scarcely more than \$3,000 per annum.

the superintendent of the

I submit herewith the report of John Haseltine, the superintendent omunicipal lodging house, for the year ending December 31, 1900.

To the Honorable Mayor and Common Council of the City of Syracuse, N. Y.:

Gentlemen:—Herewith 1 present, as superintendent of the municipal lodging house, my report for the year ending December 31, 1900: The appropriation for the year was \$6,007.50, of which \$6,066.48 was spent, leaving on hand a balance of \$1.02. This money was used to pay for rent, salaries, groceries, coal, light, etc. I received from the county for non-residents, who were furnished meals and lodging, \$621.75, which sum I have deposited with the city treasurer, and hold receipts for. I have also an unaudited bill due the municipal lodging house from the county of \$376.35.

at the lodging house each month is as follows:

January	July252
February	August
March	
April520	
May	
June349	December846

This shows that the last month of the year, December, was the heaviest, with March in second place. July had the least number. The number which received one meal for one hour's work each, follows:

January 88	July 87
February 90	
March119	
April 28	October 67
May 79	November 68
June 115	December 49

These lodgers have been worked on back streets, public alleys, back yards, and have kept them doing such work as no other administration ever touched. I have been very careful not to do any work that would take away work from our city laborers, who might need the work.

I have distributed 50,000 of the following meal tickets to residents and business men, so that they may be kept in the pocket at all times, and when one is accosted by a man begging he can, by giving the man a card, direct him to the municipal

lodging house.

John Hazeltine, Superintendent,

MUNICIPAL LODGING HOUSE,

113 and 115 Market Street, Opposite the City Hall.

Bath, Supper, Lodging and Breakfast for FOUR HOURS' WORK.

There are two insane cells attached to the municipal lodging house, of which I have charge, and when insane persons are confined there they have to be watched and fed by the municipal lodging house attendants. Since the cells have been placed, there have been several persons confined there, all having been adjudged insane.

I have found employment for 982 persons during the year 1900 at all kinds of work, such as farming, quarrymen, livery stable men, choppers for the North woods, hoter porters, washwomen, scrub women, dishwashers, corn huskers, berry

woods, noter porters, washwomen, scrub women, dishwashers, corn huskers, berry pickers, and others too numerous to mention.

The municipal lodging house has had a fair trial and it has demonstrated its usefulness in the prevention of crime and the obliteration of poverty. One causes the other. It is just such an institution as a city the size of Syracuse needs, and is needed just as much as a church. It has been and is impossible to successfully run the municipal lodging house with less help than it now has, as the city requires that eight hours be a day's work. Therefore, three men are necessary for the twenty-four hours, and another man is necessary to go out with the lodgers to supervise the work on the streats and see that it is done provely and that root supervise the work on the streets, and see that it is done properly, and that none shirk.

There are some things still needed. The furniture is in need of repair somewhat, such as painting, varnishing, etc.; the mattresses need mending, and the quilts need mending. A purifying oven should be attached to the lodging house, so that the clothes of lodgers may be placed therein, and by an excessive heat cleansed from all disease and impurity. I have just had printed new books which will, in the future, give a complete record of each person who has stayed at the lodging house, and which may be referred to in an instant. It will state the age, occupation, social condition (married or single), home, destination, length of time in city, color, number in family, etc., of the lodger. He will be given a stub, numbered the same as the record, which he will keep until he leaves the lodging house. Ninetynine out of every hundred persons that register at the lodging house can read and write. A decrease in crime has been noticed in this city since the establishment of the lodging house here. The professional burglar has fought shy of Syracuse. No man who registers at the lodging house can go out during the evening after he has registered, so that they cannot commit any crime. If any are sick they have the services of a physician.

I have run the lodging house as economically as possible, in fact, as much so as if it was my own house. I have done my work to the best of my ability, and I hope in so doing that I have the commendation of the city officials.

All of which I most respectfully submit.

JOHN HAZELTINE, Superintendent.

I also submit an interesting article prepared by Hon. Dennis McCarthy, who is a member of the State Board of Charities of New York.

He said: Among the many problems with which municipalities have to deal, that which concerns the relief of the homeless poor is one among the most important. For the ordinary class of indigents—those who by bodily infirmity, or by reason of advanced age, are incapable of 4abor—provision has been made in the public almshouse, but for the class of unfortunates, who by circumstances are left homeless, athough a bala to below those is possible with the wording of the class.

although able to labor, there is usually no suitable provision.

The able destitutes may be divided into two classes—those who are willing to work and those who are unwilling. Among the former may be found many who are not capable of employment in competition with the average laborer, owing to lack of skill, but there are those to be found in this class many who are equal to the average workman in the special forms of labor to which they have been trained. The unwilling vagrant, with no desire for self-support, is entitled to little sympathy and requires to be delt with harshly, and his home should be sought for in the penal

institutions.

In the case of the unemployed and homeless who are willing to labor, there is a different problem presented. Every man and woman willing to work to earn daily bread is entitled to employment which will secure it. When individual efforts have bread is entitled to employment which will secure it. When multidall efforts have failed to find employment, it is the duty of the charitably disposed, and of the municipality, to assist so far as may be necessary. Experience has proven that the test of actual labor speedily separates the deserving from the undescring. If one is found willing to labor in undesirable forms of work, and for a compensation barely sufficient to secure food and lodging, it is a safe presumption that the same person will work more zealously and faithfully for a better compensation; hence it is that wherever the labor test has been applied it has proven successful.

#### HISTORY OF LODGING HOUSES.

The history of municipal lodging houses is not very old, nor does the idea of this form of pulnic charity seem to have been extensively adopted. Until within a comparatively few years the homeless poor were compelled to rely for shelter and comparatively 1ew years the nomeless poor were compelled to rely for shelter and food upon the almshouse, the police station or private charity. As the latter now protects itself through the charity organization societies the urgent needs of way-farers compel application for relief to public charities. In rual districts the open doors of the almshouses furnish temporary shelter, but in the cities and larger towns the police station was the usual shelter. What the police station was, and is, when used as a lodging house, is a matter of common knowledge. Self-respecting, although unfortunate, men and women preferred to endure the rigors of the streets in the cold and stormy weather rather than breathe the impurities or participate in the cold and stormy weather rather than breathe the impurities or participate in the horrors of the station tramp room. Under these conditions a reform in in the horrors of the station tramp room. Under these conditions a reform in method was necessary for a protection of the public, to say nothing of fair treatment to the unfortunate. Private charity first undertook to grapple with the treatment to the unfortunate. Trivate charity first undertook to graphe with the problem of properly caring for transients, and wayfarers' lodges, the woodyards and the rest inns were the result. These all propose to furnish lodging and employment in return for a number of hours' work. They gave opportunity to self-respecting men to return in value all that was spent for their relief. Coupled with baths, reading rooms and decent beds the wayfarers' lodges and woodyards were a

baths, reading rooms and decent beds the wayfarers' lodges and woodyards were a decided advance upon anything which had preceded them.

Boston, Washington, r'hiladelphia, New Haven, St. Louis, New York and other cities put the idea into practical operation and demonstrated the necessity for their existence, but the wayfarer's lodge largely depended upon the contributions of private individuals. Although they co-operated with the public officials in the endeavor to prevent vagrancy and beggary, they were compelled to rely almost entirely upon private charity. It was conceded by those who studied the problems of poverty, that the municipality had a duty in this direction, and the success of the wayfarer's inns led to the establishment of the municipal lodging houses. In some of our larger cities the municipal lodging houses exist as a shelter solely and therefore has taken the place of the tramp room in the station house. It makes no therefore has taken the place of the tramp room in the station house. It makes no pretensions of assistance in finding employment, nor is there a great effort to restrict the benefits of the institutions to the deserving. The nearest approach to restriction is the registration of applicants and the rules which limit the number of days during which an individual shall receive shelter, the return after the expiration of the limit usually resulting in arrest and commitment to either an almshouse or a jail.

#### NEW YORK'S FREE CHARITY.

Perhaps the best type of lodging house of this character is that established in the city of New York. The lodging house has accommodation for about three hundred men and twenty-five women. It provides a bath, shelter, supper and breakfast for applicants, over whom oversight is exercised during the time they are in the shelter. If applicants fail to either find work or "move on" within a limited time they are arrested and committed to Blackwell's Island. This institution has no form of work for its innuates and is a free charity.

The city of Syracuse, like others of the large cities, has felt the pressure of vagrancy for many years, and the establishment of the municipal lodging house is an experiment designed to enable the charitably disposed among our people to feel assured that the assistance given by the public under the name of charity is worthily bestowed.

worthily bestowed.

The lodging house is located in the three story brick building on Market street, directly fronting the City Hall. It is under the management of John Hazeltine, who has been the superintendent since the city adopted this method of sheltering homeless men and women. The building was formerly used as a cheap lodging house, but in June, 1859, it was leased to the city at a rental of \$100.00 per month. It has been carried on long enough, however, to prove that along its lines it is possible to reach out a helping hand to a class of needy and deserving people and thereby assist them in tiding over an emergency which otherwise would send them to a county almshouse. It is to be understood that primarily the lodging house is intended for persons who may be seeking employment and who are not residents. intended for persons who may be seeking employment and who are not residents of the city nor of Onondaga county. At the same time it is intended to discourage of the city nor of Onondaga county. tramps from making Syraeuse a rendezvous.

#### FINANCE.

It is claimed by the superintendent that the municipal lodging house has proven a success financially as well as having done a great work in clearing out the tramp element from the city. This claim is based upon the fact that the work of the men is charged to the city at the same rate the city pays it regular employes for similar work, and taking the number of hours work done for the city as an offset to the appropriation, the claim is made that the city is the gainer financially. to the appropriation, the claim is made that the city is the gainer financially. In the matter of the second claim that the tramp element has been decreased—the statement is made that the police "believe" that the city is no longer made a gathering place, or rendezvous, by the tramps, as it had been before the establishment of the lodging house, and also that the number of commitments to the peniteritary has been decreased since the opening of the house. Of course, it is not possible to verify this latter claim, for a decrease in commitments may be due to a number of causes and not be at all traceable to the influence of the lodging house. It is possible, however, to analyze the figures upon which the claim of financial success is based based.

The standard of value fixed for each hour's work is excessive, considering the character of the work performed and the efficiency of the men who do it. For common labor \$1.50 for eight hours' work is not always the general price, even though the cay does pay some or its workmen 75 cents for each four hours. As the work is necessarily of a perfunctory character its value is much less than that of the work done by the regular employed laborer. In fact, it is only fair to assume that its value is not to exceed one-half that of the regular employe, so that from this point of view the returns are only about one-half what the superintendent esti-

mates them to be.

#### SHOWING SATISFACTORY.

When other things, however, are taken into consideration the showing becomes more satisfactory, for it is to be remembered that this is a public "charity," and is an effort to solve the problems connected with unemployed and homeless people. Every dollar's worth of work obtained from the men of the lodging house is so much clear gain, for in one way or another these men would have obtained their food and shelter from the taxpayers without any return. Before the establishment of this lodging house the tramps infested all parts of the city and

begged from door to door. Now every applicant for food who calls at a store or private house, or accests people on the street, can be directed to this institution with assurance that food and shelter will be obtained in exchange for a reasonable amount of work. Thousands of small tickets, whereon it is stated that bath, supper, lodging and breakfast will be furnished for four hours' work, have been distributed in the supper of the state of the state of the supper of the state supper, lodging and breakfast will be furnished for four hours' work, have been distributed in stores and private houses, which are given to applicants. The directions of the lodging house are plain. Any policeman on the street will tell how to real it, and the assurance of help is sufficient to satisfy any housest man seeking employment and needing temporary shelter, and the ticket serves also as a warning to the tramp that the city is no longer willing to feed him for nothing. It must not be claimed, however, that the city is free of tramps, because they still continue to accost people on the streets, especially in the evening, and the work of the lodging house will have to be supplemented by vigilance on the part of the police in arresting tramps and having them committed to the penitoritier, at head labor. mitted to the penitentiary at hard labor.

#### RESHLTS.

It is hardly possible to make a satisfactory showing of results, because the It is hardly possible to make a satisfactory showing of results, because the institution has not been in operation long enough to have passed the experimental stage, but of those who have received the benefits of the lodging house it is said that over five hundred have found permanent work through the assistance of the superintendent, and if this be true it fully warrants the cost of maintenance. The superintendent makes an effort to find people who need labor and offers labor of a suitable kind to fill every vacancy. When the men are honest and capable the services of the superintendent are valuable in thus bringing the laborer and employer together.

#### NEEDS OF INSTITUTION.

The first great need of this institution, if it is to be permanent, Is a suitable building. This far the work has succeeded in spite of the drawbacks incident to a badly arranged and unsuitable building. A building detached from others, equipped with means for protection against the dangers of fire, and so arranged equipped with means for protection against the dangers of fire, and so alrianged as to secure thorough ventilation and cleanliness in all parts, is an essential in this kind of work. There ought to be means whereby all clothing worn by applicants may be thoroughly fumigated, and if necessary, washed also, so that no lodger need take any clothing into the dormitories, save such as will be clean.

In the city lodging house in New York each lodger enters the basement. Here his clothing is taken from him, put into a fumigator, and after being subjected to a degree of heat sufficient for the destruction of all vermin and germs, it is placed in parting legs and out away until the following morning. The man

The man it is placed in netting bags and put away until the following morning. The man himself is thoroughly bathed, furnished with clean night apparel and conducted to one of the dormitories on the upper door. Into this dormitory he takes nothing of his own, so that there is no danger of fire from matches or smoking. In the morning he is given his own clothing and discharged from the institution a clean man.

clean man. The next great need is complete separation of the sexes: not a separation by partitions in the same building, but a separation of buildings, each sex in a different locality and removed as far as possible from the other. Comparatively rew women apply for shelter at any one time, but in the course of a year the number relieved is considerable, and doubtless were there a separate building for women very many who are now unwilling to apply for assistance would go to it rather than risk the dangers of the street. Many women are deterred from making application because the lodging house is located so near the police headquarters, and the women fear that they will be regarded as vagrants and turned over to the police. With a suitable building in some other place such women would be more willing to seek this form of relief, and it might prove the salvation of many.

#### EXPERIMENT WORTH OBSERVING.

The experiment is well worth observation and continuance, and if it enables the public to assist the worthy and homeless unemployed, all the expense of its maintenance ought to be cheerfully borne. There is a tendency, however, in institutions of this character to degenerate. If there be a failure it is always due to inefficient management or to the introduction of politics and the abuse of the institution by making it a vehicle for indiscriminate charity. Rounders soon make it a place of regular call, and, when all resources fail, are willing to do necessary work, preparatory to another tour of idleness. It is not possible to eliminate altogether this class from the assistance of the institution, but efficient management will minimize the evil. management will minimize the evil.

management will minimize the evil.

To make the lodging house thoroughly successful there ought to be a close co-operation with the police department, and whenever any of the above mentioned characters are found they should be promptly turned over to the police for punishment. If the penal laws do not provide for hard labor in the penitentiary, there should be an amendment by which the prison shall be made a place of punishment rather than a house of ease and comfort. Thus co-operating together the tramp element would soon be made to give the city a wide berth.

I also submit an interesting article of the working of the municipal lodging house by John Hazeltine, the present efficient manager of the institution:

"The city first rented a three-story building (formerly used as a large boarding house.) The ground floor is used as my office. A large size dining room, seating nouse.) The ground floor is used as my office. A large size dining room, seating fifty persons, and in the rear a good sized kitchen with pantry and store room, hot and cold water in the sink, large range and dining room stove, well lighted by electric lights. The next floor we have a wash room with bath room and bath tub adjoining. A large size reading room with a good supply of reading matter, consisting of newspapers, etc. There is also to be found small tables where our boys can amuse themselves in all sorts of games. These rooms are also well heated and lighted by electric lights. The balance of the building consists of nearly fifty single and double bedrooms, all furnished with iron bedsteads, wire springs good and ugnted by electric lights. The balance of the building consists of nearly lifty single and double bedrooms, all furnished with iron bedsteads, wire springs, good mattresses, one warm comforter and one warm woolen blanket, also sheets, pillow and pillow cases, balls all lighted by electric lights. An applicant first registers his name, nationality, where from, where going to, age and occupation. He next takes a good warm bath, then he has a good warm, substantial supper. He then goes to the sitting or reading rooms and amuses himself as he sees fit until bedtime.

"At 6.20 colors A. W. he is all 1.20.

until bedtime.

"At 6:30 o'clock A. M. he is called for breakfast, which consists of a large bowl of hot coffee, pork and beans, boiled potatoes, or possibly corn beef and cabbage with plenty of bread. He then can sit down in the sitting room and have his smoke until 8 o'clock A. M., when he is called on to work on the city until noon, at which time is allowed to go where he pleases in search of employment. You may think that their work keeps out our own city poor; such is not the case, their work being that which our city poormaster has nothing to do with. If any of these unfortunate fail to obtain work they can stay fourteen nights, after which they must move out.

#### BETTER THAN IDLENESS.

"At first a few taxpayers thought it was going to cost too much, but they soon saw that it was far better to keep them in this way and have them work, than it

"At first a few taxpayers thought it was going to cost too much, but they soon saw that it was far better to keep them in this way and have them work, than it was for them to be sent to the penitentiary or county poorhouse.

"our mayor has started a separate stone yard where these same men can be employed in breaking stone for our city streets, alleyways, etc., so you can see that the poor unfortunate is not begging, but is actually earning and paying for the assistance he gets. Since we started, I have obtained employment for nearly four hundred people, consisting of day laborers, mechanics, boiler makers, upholsterers and others far too numerous to mention. I would like to mention a case I had about two weeks ago. A poor man with his wife, boy 16, girl 12, a boy of 8 years, applied for assistance, they having been burned out at Boston, Mass. I immediately inserted an article in the city papers, asking for relief for them. He was given work the next day in a stone quarry, with a house on the same. I kept the family one more day, when there came from different parts of the city, a cook and parlor stove, bedstead, spring, mattresses, furniture, dishes, tinware and plently of wearing apparel for the whole family from \_ead to foot. This is only one of many cases. I will mention one more. A middle aged man, too sick to work, applied to me stating that he had a hard drinking wife, who would drink up all that he could earn the not being a drinking man). He could not endure it any longer and did not want to become a charge on the county or at the poorhouse. I took him in and commenced my investigation. I found his married daughter, who was too poor to assist him, as she had a large family of little ones herself. With the daughter's assistance we found the wife and they pleaded with her. She at last consented to lead a different iffe, and now they are living together again, and appear to be perfectly contented. feetly contented.

feetly contented.

Since we started the municipal lodging house we have assisted about four thousand unfortunates, consisting of different nationalities, color, etc. We issued many thousand tickets which were freely distributed among the churches and business men and families, which has almost done away with crime, or others applying for something to eat. When they do so they are immediately given one of these tickets, and that tells the story. I am safe in saying that our peniter tiaries do not contain one-half of the inmates they formerly did before this house was one nor has there been one-third the crimes committed.

tharies do not contain one-half of the inmates they formerly did before this house was open, nor has there been one-third the crimes committed.

"Before closing I feel it my duty to give you some of my experiences in assisting the poor. About six weeks ago this winter, work was very searce in my line, and in fact all over the city. As I had been unusually busy during the spring, summer and fall, and being prudent with my money matters, I found that I could worry through the winter without work, were it actually necessary; but it occurred to me what were the other poor unfortunates going to do? I commenced on a small scale soliciting clothing, shoes, etc., from my numerous friends. Then hunting up the near and worthy needle who were in need of the same. I am hanny to say that it soliciting clothing, shoes, etc., from my numerous friends. Then hunting up the poor and worthy people who were in need of the same, I am happy to say that it, was a success. My name was on the lips of the generous donors, as well as the poor unfortunates. Since then I have been increasing my business every year, kind friends donating an empty store room, others stoves, lights, etc., and last of all a generous, open-hearred people bringing to me nearly everything to be distributed to the worthy poor of our city. Last winter there was brought to me 25,000 articles of men's, women's and children's clothing. Over seven hundred pairs of shoes and rubbers for the same; forty-two tons of coal, and last but not least, \$188.21 in good money. I am no bookkeeper but have a form of my own. As soon as a package was brought in I took the full name and address of the giver, then a complete list of every article, which was duly acknowledged in our city papers. Then my form of distribution was as follows; Possibly the first applicant would be a poor widow. I would take her name, residence, number in the family, with their respective ages, and articles given. This was to prevent any fraud. Should the next party be a stranger to me, I would take her name and address and investigate her case, and if I found her worthy, all her wants were supplied. As to the dis-tribution of the coal, it was mostly given out in bushel baskets full, or bags, each family receiving one bushel of coal, usually carried away by some boy on cart or hand sled.

#### ACCOUNT KEPT OF ALL DONATIONS.

"Last winter I adopted a new feature. Should an able-bodied man apply for coal, pants, vest or shoes, I would make him clean off the sidewalk or do chores around the houses of some of the people who had contributed money to me. I kept a cash book, crediting all moneys received and keeping a correct amount of every penny I paid out. For instance, a poor widow with a good sized family with pantry empty, I would take a market basket and for a small sum of money could purchase one peck or one-half peck of potatoes, or a good sized piece of corned beer or pork salt, one quart of beans, a few onions and turnips and rice, and I would always give them twenty pounds of flour, as I nad hundreds of sacks of flour donated to me. Take this, their bushel of coal and it was quite an outfit. It would do your heart good could you have seen many a poor wennan and children leaving my door, with a sorrowful look but with a kind 'thank you' and 'bless you.

"I might mention that frequently men and women of our city apply for any wind of work. I have a book for that purpose. Take their names and addresses and within a day, or perhaps an hour, some one may and of the wanting perhaps a woman to do some washing, scrubbing, etc., or it maybe for a man to clean up a yard or cellar, or in fact to do general work around the house. All these small jobs help

or cellar, or in fact to do general work around the house. All these small jobs help the poor pufortunate very much."

President Johnson-The program as sent out gives the name of Mayor Thomas L. Johnson, of Cleveland, as one of the speakers. has written both the Secretary and myself that pressing duties will prevent his being here, but I think we should still make an effort to secure him, and I move that the Secretary send him a telegram in the name of the League, urging him to be here tomorrow evening, or at such other time during the session as he can find it convenient to come.

The motion carried.

Mayor Ashley—The next upon the program will be "Special Assessments for City Work," by the Hon, James L. Weeks, city attorney of Jamestown, N. Y. I have the pleasure of introducing Mr. Weeks.

#### SPECIAL ASSESSMENTS FOR CITY WORK.

At a time when the desire for well-paved streets, safe sidewalks, better drainage and other improvements is not confined to large cities, but is shared by those of smaller populations, and now even by many villages, a brief discussion of some of the principles governing the special assessment of the cost of such improvements may not be untimely.

It is not my purpose to refer to the many well established rules laid down in the accredited text-books upon the subject, and in innumerable cases from every state, but mainly to consider some of the cases that have received the attention of the courts during the past year, some of them modifying or limiting to a considerable

extent the force of certain earlier decisions.

In every locality there are two general classes of citizens. In the one class, which comprises the vast majority, are those who are anxious to promote the wel-

In every locality there are two general classes of citizens. In the one class, which comprises the vast majority, are those who are anxious to promote the welfare of the community, desiring every improvement that will protect the health or safety of the people, beautify the city, anything, in short, that a progressive American city should have, and they willingly and cheerfully pay the cost.

On the other hand, there is another class, a small minority, that habitually obstruct, and are perfectly content only when they are able to receive the benefit of the improvements, but by some technicality or legal quibble to escape their proportion of the tax. These people occupy an unenviable position in the community among their fellow citizens upon whom they seek to shift their tax burden. The courts, wherever possible, give them scant consideration, and where a few fundamental principles, now settled by the courts, are adhered to, there is little danger of the wrong man paying the tax. We are not to forget that the municipality is a creature of the legislature, simply an agency of the state, for conducting the affairs of government, and as such is subject to its control. (Williams vs. Eggleston, 170 U. S., 304.) The legislature may recall to itself and exercise at its pleasure so many of the powers it has conferred upon the city corporation as are not secured to it by the constitution. (People vs. Pinckney, 32 N. Y., 377; Berlin vs. Gorham, 34 N. H., 266; Jersey City vs. J. C. & B. R. Co., 20 N. J., Sq., 360.) Each municipality must, therefore, act within its granted powers and strictly follow the procedure of its charter. (Chicago, 18. I. & P. Ry. Co., 5 Municipal Corp. Cases, 63.) There is great diversity in the provisions of the laws in the different states and in the charters of cities of the same state. In some, such improvements are paid for by general tax, in others entirely by special assessment. We find the expense is divided in all sorts of proportions between the public at large and the property of a par-

ticular district, and assessments are made according to frontage, or area, or value.

During the last year the supreme court of the United States, and many of the state courts, have had under consideration some of the local assessment problems

and it is to a few of these cases that I desire to direct your attention.

Most of the discussion has arisen from the interpretation of the case of Norwood vs. Baker, 172 U. S. Rep., 267, which excited great interest at the time of its promulgation in 1898. That was a case where a village ordinance, apparently aimed at a single person, a portion of whose property was condemned for a street, the entire cost of opening the street, including not only the full amount paid for the street condemned, but the cost and expense of the condemnation proceedings was therefore many than the partition to contain the street condemnation proceedings was thrown upon the abutting property of the person whose land was condemned. A majority of the court held this to be "an abuse of the law, an act of confiscation, and not a valid exercise of the taxing power."

Let me quote from the prevailing opinion of Justice Harlan: "There is a point beyond which the legislative department, even when exerting the power of taxation, may not go consistently with the citizen's right of property. As already indicated, the principle underlying special assessments to meet the cost of public improvements is that the property upon which they are imposed is peculiarly benefits the description of the cost of public improvements is that the property upon which they are imposed is peculiarly benefits. inted, and therefore the owners do not, in fact, pay anything in excess of what they receive by reason of such improvement. But the guaranties for the protection of private property would be seriously impaired if it were established as a rule of constitutional law, that the imposition by the legislature upon particular private property of the entire cost of a public improvement, irrespective of any peculiar benefits accruing to the owner from such improvement, could not be questioned by him in the courts of the country. It is one thing for the legislature to prescribe it as a general rule that property abutting on a street opened by the public shall be deemed to have been specially benefited by such improvement, and therefore should specially contribute to the cost incurred by the public. It is quite a different thing to lay it down as an absolute rule that such property, whether it is in fact benefited or not by the opening of the street, may be assessed by the front foot for a fixed entry ways extract the rules for the investment of the investment of which it is the time. fixed sum representing the whole cost of the improvement, and without any right in the property owner to show, when an assessment of that kind is made, or is about to be made, that the sum so fixed is in excess of the benefits received. In our judgment, the exaction from the owner of private property of the cost of a public improvement in substantial excess of the special benefits accruing to him, is to the extent of such excess, a taking under the guise of taxation, of private property for public use without compensation. We say 'substantial excess' because exact equality of taxation is not always obtainable, and for that reason the excess of cost over special benefits, unless it be of a material character, ought not to be recognized by a court of equity when its aid is invoked to restrain the enforcement of a special assessment.

In another portion of the opinion it is stated: "The present case is one of illegal assessment under a rule or system which, as we have stated, violated the constitution, in that the entire cost of the street improvement was imposed on the abutting

This case was deemed a serious departure from the doctrine theretofore enunciated by the same court. The courts of several of the states have considered the Norwood vs. Baker case ...ring t.e last year. The supreme court of Missouri in Barber Asphalt of vs. French, says: "We think Norwood vs. Baker must be read Barber Asphalt Co. vs. French, says: "We think Notwood vs. Barker hinst be read with a view to the particular facts in judgment in that case, and that it was not the intention of the supreme court of the United States to overthrow the long line of its own decisions which are in harmony with so many of the decisions of the courts of last resort in the several states of the Union, and upon the faith of which vast property rights have accrued. In Hadley vs. Dague the supreme court of California declined to hold under the authority of the Norwood case that an assessment that the suprementation of the Norwood case that an assessment the suprementation of the Norwood case that an assessmentation of the Norwood case that an California declined to hold under the authority of the Norwood case that an assessment according to the front foot plan was unconstitutional without proof showing the assessment to be unjust. The supreme court of Oregon in King vs. City of Portland (62 Pac. Rep., 2), says: "We are inclined to believe that the better doctrine deducible from the adjudged cases, including those of the United States, is that the assessment will be upheld wherever it is not patent and obvious from the nature and location of the property involved, the district prescribed, the condition and character of the improvement, the cost and relative value of the property to the assessment that the plan or method adopted has resulted in imposing a burden in substantial excess of the benefits, or disproportionate within the district as between owners." owners.

The Court of Appeals of New York, in Conde vs. City of Schenectady, N. Y. (1614 N. Y., 258), sustained an assessment according to feet frontage, for paving purposes, distinguishing between the double proceeding of eminent domain and taxation in the Norwood case by which "the plaintiff lost his land without compensation and was compelled to pay the expense of having the land taken away from him." The court further says: "That the land abutting on the street is benefited by the pavement or improvement of the street and should bear the expense seems very clear. Even where no provision is made by law for the apportionment of the expense according to the frontage of the land abutting on the street, the equity of the principle is on apparent that the rule has been almost universally adopted through the municipalities of this state."

The frontage method of apportionment since the Norwood case has been upheld in Indiana in a stone curbing case, Adams vs. City of Shelbyville (57 N. E., 114); in North Dakota for street paving, Webster vs. City of Fargo (82 N. W., 732); in Minnesota for street paving, State vs. District Court (83 N. W., 183); Texas, on the other hand, has condemned the rule unqualifiedly in Hutchinson vs. Storie, 51 S. W., 848, and the federal circuit courts have been uniform in their holding to the same

848, and the federal circuit courts have been uniform in their holding to the same purpose in at least five cases. (Jay vs. City of Springfield, 94 Fed., 409; Leob vs. Trustees, 91 Fed., 37; Charles vs. City of Marion, 98 Fed., 166; Cowley vs. Spokane, 99 Fed., 840; Charles vs. City of Marion, 100 Fed., 538.)

With such diversity of interpretation it is interesting to have the supreme court of the United States construe its own decision. This was done in three cases at the October term, 1900. The Missouri case above referred to entitled French vs. The Barber Asphalt Paving Co. reached that court and they agree with the interpretation put upon the Norwood case by the supreme court of that state, and use the following language: "The question of special benefits and the property to which it extends is of necessity a question of fact, and when the legislature determines it in a case within its general power, its decision must of course be final. We can see in the determination reached, possible sources of error and perhaps even of injustice; but we are not at liberty to say that the tax on property covered by the law of 1881 In the determination reached, possible sources of error and perhaps even of injustice; but we are not at liberty to say that the tax on property covered by the law of 1881 was imposed without reference to special benefits." Another case arose in the District of Columbia, entitled Wight vs. Davidson. This case holds that congress having legislative control over municipal affairs of that district can define the territorial district to be assessed, and that the rule of apportionment rests within the discretion of the legislative and may be directed to be in proportion to the position, the frontage, the area, or the market value of the lands; or in proportion to the benefits as estimated by comprisiners.

discretion of the legislature and may be directed to be in proportion to the position, the frontage, the area, or the market value of the lands; or in proportion to the benefits as estimated by commissioners.

From the case of the Town of Tonawanda vs. Lyons I quote the language of the prevailing opinion: "What was claimed was that a state statute, which directs municipalities to assess the whole expense of paving a highway therein upon the lands abutting upon the highway so improved in proportion to the feet frontage of such lands, without providing for a judicial inquiry into the value of such lands and the benefits actually to accrue to them by the proposed improvement is unconstitutional and void. And it was held by the court below that, notwithstanding the courts of the state may have held otherwise, it was its duty to follow the decision of this court in the case of Norwood vs. Baker which was regarded by the court below as establishing the principle contended for, and accordingly the defendants were enjoined from enforcing payment of the assessment. But we think that in so understanding and applying the decision in Norwood vs. Baker, the learned judge extended the doctrine of that case beyond its necessary meaning. It was not the intention of the court, in that case, to hold that the general and special taxing systems of the states, however long existing and sustained as valid by their courts, have been subverted by the fourteenth amendment of the constitution of the United States. The facts disclosed by the present record do not show any abuse of the law, nor that the burdens imposed on the property of the complainant were other than those imposed upon that of other persons in like circumstances."

The general principle recognized by all the cases to which we have referred, and the proposition upon which there seems to be no diversity of opinion, is that a special assessment should be according to benefits conferred. While absolute equality cannot be attained, it is very evident that any flagrant violat

A communication was read from the Art Metal Construction Company extending an invitation to the delegates to visit the plant of the company. The invitation was accepted and a vote of thanks tendered for the courtesy.

Mayor Ashley—The next upon the program will be a paper entitled "The Unsatisfactory Condition of Garbage Disposal in the United States," by Mr. M. N. Baker, editor of the "Engineering News," of New York City. It is my pleasure to introduce Mr. Baker.

THE UNSATISFACTORY CONDITION OF GARBAGE DISPOSAL IN THE UNITED STATES.

In no branch of the municipal service has so little progress been made in the United States as in the disposal of garbage. In no other department of municipal activity is the service so inadequate, the methods employed so haphazard, the cost so far in excess of value received. Litigation over the award of contracts and on account of alleged nuisances are common and over the whole subject there is frequently a cloud of suspicion as to whether the various transactions are not carried on with an eye to personal and political advantage rather than in behalf of the interest of the people at large.

Why do such conditions exist? First, because the sanitary importance of a thorough system of garbage collection and disposal is appreciated by neither the general public nor by the city officials; second, because it is seldom recognized that the problems incident to final disposal are largely engineering in character and therefore should be entrusted to engineers.

therefore should be entrusted to engineers.

Although this paper is devoted to the ultimate disposal of garbage, it may be said in passing that the collection of this class of waste in a thorough and sanitary manner is a question of ample appropriations; a good equipment of covered metal carts, subjected to thorough cleansing and disinfection; suitable and well kept horses; efficient men; and a business-like administration of the whole department. How rarely this combination is found in American cities is only too well

known.

The sanitary and economic disposal of garbage is beset with difficulties and doubts. To begin with, comparatively few American cities keep trustworthy records of the quantity of garbage produced day by day. In fact, it is only where there is an efficient system of collection, either by the city or under its careful supervision, that such records are possible. Quantity records, even where regularly kept, are but rough approximations at best. Most frequently they are mere estimates, reported variously in different cities as loads, one or two horse loads, cubic years, or tons. Where conversions from loads to other units are made, the basis is most likely to be an estimate, the manufacturer's rating of cubical contents, or some old experimental weighing of a few loads. Obviously, such records are liable to gross inaccuracy. Partially full carts are often reported as full.

Meager and defective as are the records of quantity, the are much more satisfactory than the available knowledge of the composition of these wastes. A few scattering analyses have been made to determine the component parts of the garbage

of American cities. All else is mere guess work.

The importance of accurate figures giving the quantity and composition of garbage lies in the fact that the lack of such figures is a serious handicap in choosing between different means of disposal, in designing works, and in operating plants that have been put in service. A knowledge of the quantity of moisture to be evaporated before garbage can be burned, and of the combustible matter in the garbage, on the one hand, and, on the other, information as to the grease and fertilizing material available for possible recovery by some rendering process is essential to a wise choice between cremation and reduction. And yet in the past five years contracts involving millions of dollars have been let in complete ignorance of these facts.

Without reliable figures as to quantity and composition no city is in a position to know the unit cost of its garbage disposal service, or to compare its results with those obtained in other cities. It is true that figures purporting to give the cost of service are put out from time to time, but except for occasional yearly totals they are generally quite untrustworthy.

All the reduction plants thus far built are owned and operated by private companies. The cities which they serve are kept in ignorance of the first cost of the plants, of the operating expenses, and of the revenue from the grease and fertilizing materials recovered from the garbage. This is all very well for the companies, but inasmuch as they claim as one of the advantages of their system that it is cheaper than cremation, it would be well for the city if it had some means of checking these claims. It may be urged that the best possible check is competition at the time of awarding contracts. Unfortunately, genuine competition is rarely known. Adequate specifications are seldom submitted to prospective bidders. No two bids are on a strictly comparable basis. Moreover, in many instances there is no formal call for proposals. The various points at issue are settled either after a mere jaunt of some hundreds of miles to inspect existing disposal works, or else after public and private conferences with agents of rival companies. The conferences, particularly the private ones, are too apt to take place in any event.

Under such circumstances it is no wonder that the average city is quite helpless

in the matter of obtaining adequate sanitary garbage disposal service at reasonable cost. It knows little of the real quantity and composition of the material of which it wishes to be rid, neither it nor its sister cities have ever operated a reduction plant, and the conditions of awarding garbage contracts do not afford real competition between the two main rival systems—reduction and cremation—or between the individual claimants in each class. To crown all, complicated technical questions are answered, or left manswered, by laymen, instead of being submitted to

competent engineering advisers.

While our cities have had no direct experience with the operation of reduction plants, they have had all kinds of experience with garbage furnaces. Whether or not the reduction plants operated by private companies are economic successes or failures the municipal public can only surmise; that most of the American garbage furnaces have been financially burdensome, many a city can testify from its own experience.

experience.
In England, the refuse destructors, as they are there called, not only require no extra fuel, if reports be true, but the heat from the burning waste generates steam which is put to a variety of uses.

In the United States, instead of utilizing garbage as fuel, we use tons of good coal to consume the garbage. There have been two or three installations for which it was claimed that little or no coal was required, and one or two quite recent attempts have been made to utilize heat from garbage furnaces. These are exceptions to the general rule.

it must be understood that the English refuse is a mixture of garbage, ashes and other household wastes, and includes a large percentage of partly burned coal and other combinstible refuse. Many, probably most, of the garbage furnaces in the United States receive wastes from which at least ashes have been excluded. One of the things yet to be learned about garbage cremation in America is what results can be obtained with mixed refuse, burned in furnaces of the English type. It is generally considered by observers who are both capable and impartial that the English garbage furnaces are far in advance of the American. If so, why do not some of our cities adopt the English type? Why do not the American makers model their furnaces upon the most approved English lines? At least a partial answer to both these questions is that the United States engineers have rarely been called upon, either by cities or by furnace manufacturers, for advice or assistance in the designing of garbage furnaces. The case, so far as promoters are concerned, is different with reduction processes, but it would be hard to name a sanitary or mechanical engineer of national reputation who was ever prominently connected with the design of an American garbage disposal plant of either the cremation or reduction type. No wonder that garbage disposal is in so unsatisfactory a condition.

All that has preceded relates to attempts at improved means of garbage disposal. The worst is yet to be said. The vast majority of American cities make no pretense of employing other than the most primitive methods of disposal. It is in this failure that the unsanitary condition of the garbage disposal service, or lack of service, chiefly lies. Aside from the evils unavoidably attendant upon dumping large quantities of garbage on land or at sea there is the greater evil that where the means of disposal are unsatisfactory the collection is almost sure to be shamefully

neglected.

Every town and city having a population of say 10,000 to 5,000 needs a regularly organized and efficient garbage collection service under rigid municipal supervision, or else carried on by the municipality itself. Each town having more than the merest makeshift of a garbage collection service should have some other means of final disposal than promiscuous dumping. And yet in what a small percentage of the towns above even 10,000 population is the garbage collected regularly; and of these few how many fewer utilize garbage furnaces or reduction works!

I have not attempted to burden this paper with statistics, but there is now being compiled under my direction information relating to both the collection and disposal of garbage in all cities and towns of the United States having a population of 3.000 and upwards by the census of 1900. Probably a summary of this information will be available for inclusion, if desired, in the proceedings of this convention.

There remains for notice one important cause for the unsatisfactory condition of garbage disposal in the United States. It is so very important that I wish to give it the prominence of separate mention. I refer to the short-term contracts so comit the prominence of separate mention. I refer to the short-term contracts so common throughout the country. Perhaps Philadelphia is the most notorious example of the sort. Year after year, in the latter part of November or early in December, it receives bids for the collection and disposal of garbage for the ensuing calendar year. Since improved means of disposal have been adopted in that city the contract has been falling, each year, more and more surely into the hands of the same contractor. The period between the reception of bids and the beginning of work contractor. The period between the reception of bids and the beginning of work under the contract is too short for anyone to secure a site and erect a plant. Even if there were ample time in this respect, no man without a decided political pull could take a one-year contract at a price that would not stagger any city; for without being sure of the renewal of the contract the whole first cost of the plant, as well as the cost of service, would have to be included in the bid. A five-year contract is none too long and a contract for eight to ten years, if properly safeguarded, would be more advantageous to both city and contractor. It is to be noticed, however, that at the expiration of most of the five and ten-year contracts heretofore made one of two things have occurred: Either the call for bids has been postponed until everyone but the bolder of the old contract, with his plant in running order, until everyone but the holder of the old contract, with his plant in running order, is shut out, or else there has been a disgusting struggle between two or more fac-tions in the city council. These struggles are frequently accompanied by lawsuits and sometimes continue for years before the matters at issue are settled. A case In point is Milwaukee. Furnaces are at last being built by the city but not until after years of political and legal conflict.

will now summarize a new of the points that should be borne in mind if garbage disposal conditions in the United States are to be notably improved: (1) Hundreds of cities and towns with practically no service and hundreds of others with very defective service, must establish either cremation or reduction systems. (2) The problems involved are so largely technical, and have received so little scientifications. tific attention in this country, that competent engineers should be asked to solve or assist in solving them. (3) Every opportunity should be embraced, in fact opportunities should be created, to secure more extended and reliable information tunities should be created, to secure more extended and reliable information regarding the amount and composition of American garbage, and the possibilities of the various means of disposal in vogue at home and abroad. The latter inquiries should be directed particularly to a determination of the relative advantages of cremation and reduction, in both their sanitary and economic aspects. Are the two processes equally sanitary and is garlage best utilized, if at all, as a fuel, or as a source of grease and fertilizing material? Such work as this might well be taken up by state boards of health, perhaps in conjunction with state boards of agriculture. (4) Contracts should be for a sufficient term of years to avoid the alternative of excessive prices on account of the necessity of quickly recovering the whole first cost, or, on the other hand, depending on political influence for a renewal of the contract. The difficulties involved might be lessened by providing for purhase by the city, or successful new bidder, at the expiration of the contract. Finally, I leave with you the question, would municipal ownership at the start be better than the contract system?

be better than the contract system?

Mayor Ashley-We will now have the discussion to be lead by Dr. Wm. DeLano, of the health department, Grand Rapids, Mich. I have the pleasure of introducing Dr. DeLano.

# Dr. DeLano discussed the subject as follows:

GARBAGE DISPOSAL.

There is perhaps no subject of municipal sanitation beset with more perplexities than has surrounded the successful disposal of city refuse and garbage.

Both the reduction method of converting certain separated garbage into grease and fertilizer, and the cremation method have been opened to objection. Primiarily the sanitary side of the question should be considered and no consideration of the subject should be allowed to supersede or interfere with this side of the question.

No reduction process or cremation furnace can ever be successful that does not

give immunity from nuisance in performing its work.

When a sufficient amount of garbage, say from a city of 200,000 or upwards, can be satisfactorily separated from other substances and be so treated by mechanical and chemical agencies as to be without odor sufficient to render it a nuisance evidently the reduction process has a greater value than the cremation method. Reduction has demonstrated its ability to secure a percentage of value of the garbage treated, but does not provide for a large proportion of city waste not eligible to be used in the reduction plant.

Cremation has the advantage of insuring the entire destruction of waste and garbage in an entirely sanitary manner without creating any nuisance or odor.

The principal objection to cremation has been, as I understand, the cost, and the inability to utilize the waste heat, which objection I believe has been largely overcome by the light of recent experience. be satisfactorily separated from other substances and be so treated by mechanical

come by the light of recent experience.

I believe that with the late methods of straining tanks removing the water from the garbage and then evaporating that water with the waste heat (as planned in some of the lately built furnaces) and with the possibility of utilizing the waste heat in garbage furnaces for the purpose of furnishing power for other municipal utilities the cost of the cremation of garbage will be reduced to a minimum and from a sanitary point of view to my mind the most important one, the cremation method which has been in operation in our city for the past three years has cer-

I shall describe our method of collection and our disposal plant as briefly as possible it being a method both of collection and disposal which is proving very

satisfactory to us.

By the terms of the garbage ordinance of our city, the board of health is given power to enter into contract with a person or persons for the purpose of furnishing proper vessels or tanks for the reception of garbage and for furnishing the

necessary vehicles and equipment for its collection and removal to the crematory.

The person or persons entering into such contract receive a license issued by the mayor and no other license may be issued to any other person or firm for this

privilege.

Such licensed contractor being under bond for the proper performance of his

work

This licensed contractor receives no compensation whatever from the city but is permitted to make such arrangements with the citizens in the various garbage districts for the furnishing at his expense of galvanized iron water tight cans with tightly fitting covers for the reception of garbage and for its removal to the crematory

Provided, however, that in no case shall the householder be subjected to a greater charge than ten cents per week for such service and the rate for hotels

and restaurants shall be not greater than one dollar per week.

Collections are required to be made as often as the health officer may direct.

The collection is made in the following manner: Three to six times a week in the down town districts and two or three times a week in the outlying residence districts.

The wagons leave the barns at six o'clock in the morning, each wagon being loaded with cleaned and sterilized cans. Each driver is numbered and charged with cans enough to cover his route, the cans being numbered with the same number as the driver so they can be traced if any inefficiency is reported.

At each stopping place on his route the driver leaves a clean can and collects the

full one. Each driver is supposed to collect from twelve to fifteen hundred cans

per week.

The loaded wagons are driven to the crematory and emptied, the unclean cans

exchanged for clean ones and so on in rotation.

A card with streets and numbers of each driver's route is kept in the office, the drivers carrying a corresponding route book, so it is possible to locate all wagons This system of collection has been in operation in our city for the past three

Our erematory is a double burner of the Engle pattern, each side having a

capacity of fifty tons a day.

The furnace is constructed of fire brick blocks, made of Pennsylvania fire clay. The grate bars used in the furnace are also constructed of fire clay blocks, ten blocks making one bar and dovetailing together in a manner to insure great strength.

These grate bars are for the reception of garbage as it is deposited in the furnace from the several openings in the floor above for that purpose and are placed three Inches apart running across the furnace and arched in the center about a seven

inch raise.

The garbage then deposited on these grate bars drains its moisture into a lower pan where the heat and flame both under and over it, as described later, soon evaporates it.

The furnace is a scientific air furnace-no forced draft of any kind. We have two fires in each side, one in the center of the furnace and one in the end of the furnace. The flame from the center or main fire box passes over the garbage that has been stoked into the pan and under the garbage that is on the grate bars, thereby drying the freshly added garbage while consuming the garbage that has been stoked

down by the fireman. The flame from the main fire box meets the flame from the end fire box, thereby

changing its course and in its return passing over the garbage on the grate bars. (Note that the newly added garbage has a flame both under it and over it.

This flame then passes to a back chamber at the extreme other end of the furnace, where a small fire is kept burning which consumes all gases as the heat passes

nace, where a small fire is kept burning which consumes all gases as the heat passes out under the pan containing the stoked garbage, to the stack.

As it passes to the stack it heats the pan, a fire tile floor one inch and a half in thickness and thoroughly consumes the stoked garbage not previously burned, thus entirely destroying every particle of garbage in the furnace.

This arrangement, while very simple, is very effective and consumes every particle of every kind of garbage deposited in the furnace.

We burn daily from fifty to sixty tons of mixed garbage. During the year of 1900 there was consumed in this burner approximately 11,000 tons of garbage at an average cost for fuel and labor of 34 cents per ton. We employ four men at the burner, viz: two fireman, one man to charge the furnace with garbage and one man to clean the furnace at night and get ready for the succeeding day's burning. burning.

We use as fuel soft coal at a cost of \$3.00 per ton and an average for the year 1900 demonstrated that one ton of coal consumed twenty-two tons of garbage.

From twenty-five tons of garbage we derive one ton of ashes. These ashes are valuable as a land fertilizer, an average from a number of analyses showing them to contain 2.72 per cent of potash, and 4.24 per cent of phosphoric acid.

Their value as fertilizer has been practically proven by our nearby farmers, and it is believed that the operating expenses of our plant might be materially decreased were we to prepare and market these ashes.

Mayor Ashley—Are there any questions any member would like to If not, the next ask upon the papers of Mr. Baker or Mr. DeLano. number on the program will be "The Value of Municipal Leagues," by Mr. Wm. S. Crandall, editor of the "Municipal Journal and Engineer," of New York City. I have the pleasure of introducing Mr. Crandall.

#### THE VALUE OF MUNICIPAL LEAGUES.

Owing to the facts The value of municipal leagues is to be measured by results. that the field is so broad, the workers so widely scattered and many of the results so indirect, it is difficult to define all the benefits achieved by national or state effort. The field of the local league or improvement association is so limited that the result of its effort is more readily discernable by its members and the public, and, therefore, the excuse for its existence is more apparent. For this reason there is no serious criticism made against the local league; hence, there is no especial need of enumerating the benefits derived from local effort for the sake of creating public sentiment in its favor. It is already strongly intrenched in the good will of the public.

But the popularity of the national and state organizations is not so assured. In fact, there have been some serious criticisms made against them and their real usefulness has been gravely questioned. It is for the purpose of refuting these

charges that I enumerate some of the benefits of these organizations.

charges that I enumerate some of the benefits of these organizations.

One of the common criticisms made is that it is a waste of the taxpayers' money to defray the expenses of a delegation to the annual gatherings of the league. There has been some ground for this criticism. There has been some money wasted. More money has been expended in some instances, no doubt, than was necessary. But this has been the exception and not the rule, and the exception should not be used as an argument to condemn the majority. Granting, for the sake of argument, that the statement just made is true; there are one hundred good reasons why every city should pay the expenses of a good sized delegation to this convention every year to one that is contrary. The old saying, "Save at the spigot and waste at the bung." is apropos, when applied to the short sighted policy of some cities in refusing to send a delegation to this meeting, or, in sending too spigot and waste at the bung." is apropos, when applied to the short sighted policy of some cities in refusing to send a delegation to this meeting, or, in sending too small a one. In my estimation, no city of 20,000 population, or over, can afford not to be represented. The delegation should include the mayor, the head of each department and one or more of the council. In this way, and in this way only, can the greatest possible benefit be derived from these national gatherings. If a smaller delegation is sent, it means that an important department will be without representation; and, therefore, that particular department will be defrauded of the benefit which rightfully belongs to it. For instance, it would be impossible for the mayor to cover the whole field properly for the city, for he is not an engineer, nor an electrician, nor a sanitarian. He could not rub up against all, or in fact, any of the electrician, nor a sanitarian. He could not rub up against all, or in fact, any of the men representing these varied interests from other citles and obtain from them the

points in their experience which would be particularly valuable in the solution of his city's problem along these lines. It needs the mind that is trained in these particular fields to pick up the experience which will be valuable in its application to work in hand. It is the personal contact at these meetings of men of like training that affords one of the strongest reasons for the existence of the League, and one which is most productive of good results. The taxpayers' money would be made to go further, because the city official would fearn how to do his work more economically. I believe that if an experience meeting were called for on this floor at this time, there would be much evidence elicited to prove this assertion.

English and European cities have their municipal organizations of various types:

such as street cleaning superintendents, surveyors, etc., but there is less need of their coming together in annual session because their tenure of office is much longer extending over whole life times, as their office does not depend upon political favor in any degree; but even there these organizations have been proven to be almost an absolute necessity. Here there is greater need for them, because of the frequent changes which are made in the personnel of a city's administration. A mayor, or head of seme important department, no sooner obtains a mastery of the situation and arrives at the point where he can be of most good to the city, then he has to ctan down and out to make your terms. than he has to step down and out, to make room for a successor of another stripe of politics. He in turn goes through the same process, and, in nine times out of ten, meets with the same fate as his predecessor, for the pendulum of political favor swings first one way and then the other. The result is that the American city official is usually unaccustomed to his surroundings, has had little or no training in the management of the department of which he has been placed in charge; hence there is the more urgent need for him to profit by the experience of his brother officials who have been in the office for a longer period.

Attendance at this meeting affords the city official just the experience that a boy gets in college, which really becomes one of his most valuable assets in afterlife, viz., the personal contact with his fellows. This contact spurs him on to greater and more earnest effort; it takes the conceit out of him and demonstrates to his satisfaction, whether he admits it or not, that "there are others;" it brighters with any deprenance his preparation; it appendies his desire to exact the first temperature his desire the first temperatu ens his wit and sharpens his perception; it engenders his desire to excell. one of the benefits of attendance at this meeting and this is one of the reasons why I am almost desirous of securing the attendance of a delegation from New York

city at some future session

I do not like to go back on my own town, but I must say that of all the provincial, self-satisfied set of city officials, big and little, that it has been my pleasure to meet. New Yorkers "take the cake." The only way in which you could impart an idea to them would be to chloroform them and perform a surgical operation, and ten chances to one, after they came out from under the influence of chloroform, they would claim the idea was original with themselves. It is impos-

con, and ten chances to one, after they came out from those the infinence of chloroform, they would claim the idea was original with themselves. It is impossible to talk with one of them for a period of ten minutes without making the painful discovery that one is a back number, and that the New Yorker in question is the great "I Am." But you know, as well as I do, that there are a few ideas outside of New York.

I believe that the national and state leagues are among the most potent influences now at work for civic betterment. The greatest good resulting from their combined efforts is not in the reformations they bring about by agitation, but rather in the vast amount of information disseminated. The wide diffusion of intelligence concerning municipal affairs during the past five or six years has been due, more than to any other one agency, excepting the press, to the work of the national and state leagues. The league has performed a great public service by having discussed, pro and con, upon its platform, among other questions, that of public ownership of public utilities. Speakers upon both sides of the question have had opportunities to give their views, and their words have been published from one end of the land to the other, over and over again; they have been quoted in public debates in the hamlet, village, town, city, labor organization and in numerous colleges and universities. The argument is, either for or against, when once uttered in the forum of the League, have not ceased to have their influence upon uttered in the forum of the League, have not ceased to have their influence upon public thought and action. The published proceedings of this body form the vehicle of thought which make the arguments more lasting in their value and results.

results.

It is my profound conviction that there is no municipal society—technical, reformatory or practical—which has before it as bright a future as that of the League. There is no organization which conveys the broad field of municipal affairs so comprehensively as this League; and, therefore, it is destined to become the leader in municipal progress in the United States.

One of the direct results of the work of this League has been the formation of a score or more of state leagues, whose work has been laid, out along similar lines and only limited in scope by state boundaries. Among these are Ohio, Illinois, Michigan, Indiana, Wisconsin, Iowa, Nebraska, Colorado, California, Texas, Alabama, Florida, Pennsylvania and Connecticut. They meet from one to four times a year. If there were no other good to be placed to the credit of the League, this in itself would be sufficient reason for its existence. For obvious reasons, the influence of the State League is more potent upon the state legislature than that of the national. By the combined efforts of the different cities of the state many evils may be corrected. The important questions which have occupied the attention of all of them, more or less, have been taxation, special assessments, home rule and improved charter conditions. Indiana, Illinois, Wisconsin, Iowa and California have realized benefits of this kind within the past year or so, and all of the states organized are seeking better civic conditions through other methods. It is not at all to the credit of the Empire state, that

it is the only great state of the Union which has failed, thus far, to organize a

state league.

It is the only great state of the Union which has faired, thus far, to organize a state league.

The National and State Leagues are not the only ones in the field. The name of the municipal association is legion. Among the more important ones are the National Municipal League, which devotes its energies to the discussion of municipal government from the theoretical standpoint. While this is an organization which gives considerable time to the splitting of hairs, and while its membership knows next to nothing of practical civic affairs, from actual experience, it has, nevertheless, accomplished much good, and is to be considered as one of the valuable agents at work upon the civic problem. It has created, what it calls "A Model Municipal Program" in the course of its operation which has been of untold benefit to scores of cities in amending their charters. It has not been without its effect upon state legislation, for indirectly it has influenced the passage of improved legislation governing cities in the states of Indiana and Wisconsin, and, two years ago, the Municipal Code Commission of Ohio made extensive use of it in the creation of a new municipal code for that state.

The membership of this League includes more than a hundred affiliated organizations, principally boards of trade, chambers of commerce and similar organizations, as well as a large number of public spirited men throughout the country. Its inception and continuance has been more largely due to the personal efforts of its secretary, Hon. Clinton Rogers Woodruff, of Philadelphia, than to any other society of its kind, there seldom being more than fifty present. A

any other society of its kind, there seldom being more than fifty present. A large part of its work is performed by special committees through the year, and thus it has been able to conserve its energies and multiply the fruits of its labors. At present it is doing yoeman's service upon a scheme for uniform municipal accounting among other important questions.

accounting among other important questions.

Next in importance, and with a field more closely akin to that of the League of American Municipalities, is the American Society of Municipal Improvements, which was organized one year previous to this League. Its membership is largely confined to those who are actually engaged in municipal work, although I understand that its membership scope was broadened at its last session. The engineer dominates the society, and, therefore, its subjects for discussion are largely of that character. Its field is more limited in extent, but not in importance. The results of its labors have been greater than could be enumerated, although its membership is not so large as it should be. Its deliberations have always been of a dignified and earnest character, and the papers presented for discussion compare favorably with the best, as a reading of its annual proceedings will demonstrate. demonstrate.

There is the American Park and Outdoor Art Association, the National Fire and Police Association, not to mention the hundred and one technical associations which have a more or less direct bearing upon the municipal problem. All of these

which have a more or less direct bearing upon the municipal problem. All of these assist in the creation of a more perfect municipality.

There are organizations galore. It is by no means uncertain that there are enough. It would not be a difficult proposition to establish that there are too many. But still they come. A "Society of Municipal Has Beens" is the latest product. Naturally enough it emanates from the "Nutmeg" state of Connecticut. This unique body confines its membership to those who have held some municipal office. By the acceptance of specthors a membership to those who have held some municipal

office. By the acceptance of another a member forfeits his membership.

It is always in order to push a good thing along, but in the multiplication of organizations appears a dry rot which threatens the existence of those already in organizations appears a dry rot which threatens the existence of those already in the field. Here is an opportunity for the League to achieve future greatness. It should appoint a committee whose sole object for existence should be the consummation of an amalgamated union of all municipal associations, or at least a close federation, which would tend to prevent further incursions upon the well occupied municipal field. Federation could be accomplished without destroying the identity of any of these organizations. It would in no sense diminish the opportunity of any of them, for such a federation could be made to work as harmoniously as that existing between the several states of the Union. Each could captry on its own special work and each could seek to excell

opportunity of any of them, for such a federation could be made to work as narmonionsly as that existing between the several states of the Union. Each could carry on its own special work and each could seek to excell.

Such a federation would afford a better opportunity than now exists for utilizing the combined energy and intelligence of the several associations in the consideration of certain subjects, such as uniform accounting, public ownership of public utilities, etc. An executive board of managers, whose membership should be made up of chosen representatives of the various organizations, could have headquarters in New York or Chicago. A moment's reflection will show why such arrangements could be made of lasting benefit, not only to the associations themselves, but what is far more important, greater benefit to the city.

There is another good result which would naturally accrue from such a federation. Instead of having these various organizations meet at different times and places during the year, a common meeting place could be selected and a given period of time determined upon, during which each of the several associations could occupy one or more days. Such an arrangement could be made the hasis of a summer school for municipal economics, and, if the same place were selected year after year, and that were the place of the headquarters of the federation, the effect would be cumulative in value. It is not difficult to see how such an arrangement would save time, money and energy. It involves the consummation of a result which is well worth the consideration of this important body of city officials. There has already been expressed, among other civic organizations, a officials. There has already been expressed among other civic organizations, a desire for something similar, but it has not been clearly defined, nor has it taken definite shape. It would be a creditable thing for this League to take the initiative in this matter.

There are three ways in which the city official can inform himself, viz.: by study, including periodical and other literature on municipal topics: second, by travel and investigation; third, by attendance at meetings similar to this. The last named involves the other two, so that it may be looked upon as the best of the three. No really progressive city official, in these days, is willing to admit that he does not take some trouble and go to some expense, even if it be his own, to keep himself abreast of the times. The officials who do not believe in thus informing themselves are few and far between. In two years' travel and personal contact with thousands of city officials, be it said to their credit, I only met two who said they were well enough informed to suit themselves. If the boss of Crockerville were approached upon the subject of increasing his information about civic affairs, he would most likely reply: "Civic affairs; what are them? To hell with civic affairs; Tammany is good enough for me." But these are

tion about civic affairs, he would most likely reply: "Civic affairs; what are them? To hell with civic affairs: Tammany is good enough for me.' But these are exceptions which prove the rule.

There is another way in which the League can add a cubit to its stature, viz.: by the appointment of standing committees whose duties it shall be to study and investigate along some given line during the year. For instance, the public ownership of public utilities, sanitation, garbage collections and disposal, sewer construction and sewage disposal, street cleaning, taxation and special assessments, what shall the city do with its franchises, the relation of the corporation to the city, fire and police departments, parks and squares and boulevards, public baths and playgrounds and gymnasiums, pavements and a score of other subjects of greater or less importance.

greater or less importance.

greater or less importance.

Such a group of committees would add greatly to the work of the secretary, but it would also add immeasurably to the usefulness of the organization. Instead of the product of a comparatively few in number this annual gathering would be the harvest field of a small army of workers, all of whom would be striving toward a given end. Instead of a scattered effort, it would mean the concentration of the best energies of the association, and it could not fail to lead to greater achievements. Under such a plan there would be some possibility for arriving at definite conclusions along certain lines, whereas at present, it is impossible to reach any conclusion, because the subject is under discussion the proof flow one bush them to be dismissed for a whole year.

The League of American Muncipalities contains the germ of the greatest municipal organization this country has ever seen, and of its future success I am

most profoundly hopeful and sanguine.

Mayor Ashley—I have been requested to state that tonight at 8 o'clock there will be a reception to the delegates at the city hall. I hope every one will come.

Mayor Harbison, Hartford, Conn.-According to the program, this convention is to last through Saturday. I have been talking with a number of delegates who are attending the convention, and there is a general desire that this convention be brought to a close on Friday, because there are a good many who contemplate going to Buffalo on Saturday, and Municipal Day being Monday, they feel we ought to get through here as soon as possible. I believe by attending to business tomorrow, tomorrow night if necessary, that the business can be closed up Friday. I think it is very unfortunate to have the election of officers and the selection of the place of meeting postponed to a time when twothirds of the delegates will be away. I do not want to make a motion, but I would like to have the expression of the members.

Mayor Ashley-I would make this suggestion, that it be referred to the executive committee.

Mayor Harbison-l move that the matter be referred to the executive committee.

The motion carried.

Mayor Ashley-This will terminate the exercises for today. We will meet tomorrow morning at 10:00 a.m.

#### THIRD SESSION.

Thursday Morning, August 22, 1901.

President Johnson called the meeting to order at 10:15 a.m.

Communications were read from the James Pendergast Free Library and the Y. M. C. A., extending invitations to the delegates to visit their respective buildings. The invitations were accepted.

Secretary MacVicar-Mr. President, the committee appointed yesterday morning on resolutions is ready to report. The following resolution was read:

In the death of Hazen S. Pingree, America is deprived of an illustrious example of stalwart citizenship. In his life we find the inspiration of a public servant whose rugged courage grappled with the most formidable enemies of civil government. His death is a national loss, but his example of devotion to public welfare lives after him. a soldier, as a business man and as a public servant his life is one worthy of emulation by all patriotic citizens in public and private life.

Resolved, That the League of American Municipalities, in conven-

tion assembled, expresses its sincere sorrow in his death.

Resolved, That these resolutions be spread upon the records of the League.

The resolutions were unanimously adopted by a standing vote.

President Johnson—The first paper this morning is "The Proposed Ohio Municipal Code," by Hon. Edward Kibler, who will now address you.

#### THE PROPOSED OHIO MUNICIPAL CODE.

I assume that Ohio's municipal ills are not materially different from those of other states. The bad government of the cities of the United States is almost the last surviving argument against the success of popular institutions. The prodigious growth of municipalism in Great Britain, the apparent realization of the true democratic type in her city governments, while the character of municipal development in the United States seems to be naturally evolving toward the federal plan or one man power with the mayor, the monarch of the municipal empire, point to a municipal paradox at once startling and embarrassing to the lover of American institutions. Three reasons are given for this anomalous difference: difference:

difference:

The property qualification of electors in Great Britain.

The absence of party politics in municipal affairs.

The recognition of merit as the indispensable qualification for holding office.

Undoubtedly to a great extent universal suffrage has lowered the standard of electoral intelligence. In Ohio all except idiots and the insane may vote, so that the ballot power wielded by the feeble minded inmate of the county poor house is equal to that exerted by the most intelligent and wealthiest citizen. Yet the consequences of this evil are much exaggerated. We reject as hostile to our fundamental idea of free government, the mere suggestion of a property qualification. But where can be found a reputable municipal philosopher to uphold the doctrine that municipal government should be controlled by party politics and the offices dispensed by the victors as rewards for ante-election party zeal?

uphold the doctrine that municipal government should be controlled by party politics and the offices dispensed by the victors as rewards for ante-election party zeal?

The plain truth is that the evils of our municipalities result largely from political, and especially legislative control of city governments; are not the natural or necessary result of free institutions, but rather in consequence of the violation of that cardinal principle of the federal constitution, the policy of local self-government. These twin evils beset Ohio city governments. The result has been that although the Ohio constitution requires that the organization of all cities and villages shall be by general laws, this provision has long since been contemptuously ignored, classification has "run mad" and special (i. e., political) legislation controls our cities as much so as if the Ohio constitution contain the brutal provisions: "The cities of the state shall be run as part of the dominant political machine."

The business interests of the state of Ohio secured the passage of an act of the general assembly in 1897, for the appointment, by the governor, of a commission consisting of two lawyers of opposite politics to draft a bill providing for the organization of cities and villages upon a plan of uniform operation throughout the state, in which there should be a separation of the legislative and executive powers of municipal code of the state. Its bill was introduced in the last general assembly, passed the senate by a non-partisan vote, was afterwards reconsidered by a partisan vote and failed of further considera-

tion for want of time. The Ohio State Bar Association, at its annual session last month, unanimously approved the bill as modified in some respects by a special committee, and selected a committee composed of five of the most eminent lawyers of the state to urge its passage by the next general assembly, which meets in January

In the brief time allotted, it would be impossible to give any detailed description of the provision of the new code, but with your indulgence I shall attempt

The four cardinal principles of the bill are:

(1) Local self-government.

Separation of executive and legislative powers of officers.

(3)Merit system of filling all subordinate offices.

A non-partisan municipal ballot.

(4) A non-partisan municipal ballot. The commission has made an earnest endeavor to revitalize that now lifeless provision of the Ohio constitution which forbids special legislation. One of the inevitable consequences of strict compliance with this constitutional provision would be to give to each municipality of Ohio the largest measure of home rule, and to prohibit all legislative interference with the details of municipal government. The very language of the provision, "shall provide for the organization of cities and villages by general laws," is in effect a prohibition of all special legislation in substance as well as in form. The fact that legislative control of municipal alairs has increased in the same ratio as the number of municipal classes has increased, renders inevitable the conclusion, that classification is merely the means or ychicle of special legislation, and that an abolition

municipal classes has increased, renders inevitable the conclusion, that classification is merely the means or vehicle of special legislation, and that an abolition of municipal classes must necessarily result in the abolition of legislative control. All the apparent difficulties in the way of the abolition of city classes disappear the moment we discriminate between the proper functions of the state legislature and the city council in municipal affairs; the moment you leave in the hands of the legislature of the state only matters of a general nature, which may be supplied by uniform laws applicable alike to all cities, and relegate to the city council all matters of purely local legislation, that moment the meaning of the constitution becomes unmistakably plain, and the wisdom of it beyond all praise.

Indeed, classification, as we have it at present, is simply a device to enable the legislature to evade the constitution, and by a system of "ripper" legislation deprive the municipalities of the state of local self-government, and enable the legislature to do what it could not otherwise legally do, control municipal affairs by local and special legislation.

by local and special legislation.

The bill provides that municipal corporations shall be divided into cities and incorporated villages, and forbid any other classification of them or either of them

incorporated villages, and forbid any other classification of them or either of them into subdivisions or grades.

The result of such legislation will be, that the legislature will grant to each city and to each village a large measure of power; that every grant of power to cities, and every legislative act applicable to cities shall apply to all alike; that every grant of power and every legislative act respecting villages shall apply to all villages alike. It has always been the policy of our form of government to leave to each city and village through its council the exercise of the powers granted by the legislature, and the determination of every question of purely local administration, and the policy of legislative interference has grown and gathered strength until the legislature of the state has practically become a state board of city councilmen, whose time has been chiefly occupied with the administration of local municipal affairs. This policy is utterly mischievous and wrong. Local self-government is the cardinal policy of both federal and state constitutions, and is the foundation principles of our republican form of government. There is a practical unanimity among all students of municipal affairs,

among all intelligent men who have had extended experience in municipal affairs, that there should be a total separation of the administrative and legislative func-ons of municipal government; that is, that the duties of the council should be strictly legislative and it should be shorn of all administrative duties, and that no city officer or board of city officers, who are appointed to administer the laws and ordinances, should have any legislative functions whatever. The direction given to the commission by the act creating it, requires that all administrative duties should therefore be lodged with the officers who are charged with the duty of conducting the city business and enforcing the provisions of the laws and ordinances, and that the city council should be the source of all municipal legislation.

It is provided that municipal corporations shall consist of cities having over three thousand inhabitants, and villages having a population of less than three thousand, and that whenever a village, according to any federal or municipal census shall attain a population of over three thousand, and it shall be the duty of the mayor to certify that fact to the governor, who shall, by proclamation, advance the villages are site.

advance the village to a city.

The legislative power and authority of cities to be vested in a council to consist of seven members, three of whom shall be elected by the city at large, and four shall be elected one from each of four councilmanic districts in which the city shall be divided, the district councilman and the councilmen at large to be elected in alternate years; that councilmen shall receive a salary, and shall be required to give bond for the falthful performance of their duties, upon which bond they shall be liable for illegal expenditures made against the opinion of the director of law; that the mayor has the power to veto in the following cases, namely: all ordinances fixing salaries, involving an expenditure of money, the approval of a contract for the payment of money, for the purchase, sale or lease, or the transfer of property, creating a right or levying any tax or fixing

the rents to be charged for the supply of water, or imposing any fine, penalty or forfeiture; except ordinances granting franchises, or for the ownership and operation of public utilities, which shall require for their validity a popular ratifying vote at the next succeeding general municipal election; that franchises granted in any public street shall not be for a longer period than twenty-one years, reserving in the city the right of purchase upon a valuation exclusive of good will, value of franchise, and value based on earning power; that no franchise of any kind shall be renewed or extended unless within eighteen months of its explicition; and that all franchises for the extension to make structs of franchises. expiration; and that all franchises for the extension to new streets of franchises already existing, shall be made to expire with the existing franchise on the main system; that no city shall become indebted for any purpose beyond five percentum of the valuation of taxable property, but that, in estimating such indebtedness there shall not be included bonds issued in anticipation of special assessments, and bonds issued for the ownership or operation by the city of any public services which perpanently produces a growing and that no bonds shall be

ments, and bonds issued for the ownership or operation by the city of any public service which permanently produces a revenue; and that no bonds shall be issued for any purpose for a longer period than twenty years.

The only officers to be elected by the people are the mayor, treasurer, members and president of the council, police judge and clerk of the police court, who with the exception of the police judge, who is elected for a three year term, shall be elected for two years. The provisions of the bill relating to a police court shall apply to all cities which shall, by ordinance, determine that such city shall have a police court, otherwise the mayor shall have jurisdiction in criminal matters. The mayor shall appoint without the contirmation of the council, and shall have power to remove ad libitim, by simply stating his reasons in writing to the council therefor, the administrative head or director of each of the departments shall be as follows:

#### DEPARTMENT OF ACCOUNTS.

The director has supervision and control of all the fiscal affairs of the city; shall keep a full set of books, exhibiting an accurate statement of all moneys shall keep a full set of books, exhibiting an accurate statement of all moneys received and expended, of all city property and the income therefrom, an account of all taxes and assessments and of all money due to and disbursements made by the city; a separate account of each appropriation and of each payment therefrom, and of all assets and liabilities of the city. The director is required to audit the accounts of each of the several departments and officers, shall prescribe the form of accounts and reports for all the departments and officers, and have the inspection and revision thereof. All other departments are required to make detailed reports to him showing the receilt and expenditure of all money. He shall inspection and revision thereof. All other departments are required to make detailed reports to him showing the receipt and expenditure of all money. He shall issue all warrants for claims approved by the head of the appropriate department. He shall make a yearly report to the mayor, and to the auditor of state of the financial transactions and resources of the city, and in addition the director of accounts is required to keep accounts which shall show as to each franchise granted by the city which renders a service paid for by the users thereof, the cost of the construction, maintenance, and operation of the service, the annual collection from users, and the character and extent of the service rendered, and the amount collected by general taxation for the service rendered to the city and the character and extent thereof. the character and extent thereof.

#### DEPARTMENT OF LAW.

The director of law has, under the new bill, the same duties generally required of city solicitors and corporation counsel, with the addition that he shall be required to restrain the payment of all illegal, unauthorized, or fraudulent claims, or salaries, and if paid, to maintain an action to recover them back, and in general to maintain an action to recover back all moneys illegally appropriated or expended. There is the further provision that no additional counsel shall be employed at the expense of the city, except at the request of the mayor or the director of law, and then only by resolution of the council specifying the case or matter in which such additional attorney is employed, the reasons therefor, and fixing the compensation to be paid for the service. The director of law has, under the new bill, the same duties generally required

#### DEPARTMENT OF PUBLIC SAFETY.

This department has jurisdiction over the police force, its officers, employes and property connected therewith; sealing of weights and measures; city scales and markets; inspection of food; the public health; fire force of the city and officers, employes and property connected therewith; inspection of buildings, boilers, elevators, and fire escapes; workhouse, house of refuge and correction; cemeteries, infirmaries and all charitable and penal institutions. The council may by ordinance, provide for a superintendent of police and a police department; a superintendent of fire and a fire department, and a superintendent of police and a police department. health and charity.

#### DEPARTMENT OF PUBLIC IMPROVEMENTS.

Under the jurisdiction of this department are brought the administration of the water works, care of streets, construction and care of public buildings, sewers, drainage, making and preserving all maps and surveys, general supervision of the highways, public places, street lighting, public buildings; and the council may provide by ordinance for a superintendent of water works to have charge of that

provide by ordinance for a superintendent of water works to have charge of that department, superintendent of streets in the street department, chief civil engineer, who shall have charge of street improvements, and a superintendent of parks, who shall have charge of the public grounds.

This bill provides for a complete merit system, to be applied in the appointment of all executive officers of cities except the heads of the four executive departments. If the legislature should ratify and adopt it, as it has been drawn, every executive officer, save the four just mentioned, will, after examination, receive their appointments because they are qualified to fill the offices and not because they have rendered political service to either party. No executive officer, except these four, will be permitted to draw any salary, unless he has been appointed, and is holding his office, in strict obedience to the requirements of the chapter providing for the merit system. The examining officers will be appointed chapter providing for the merit system. The examining officers will be appointed by the state board of merit commissioners, who will be appointed by the governor. It is not inappropriate to repeat that this law will make fitness the only test of appointment, and fidelity and efficiency the only tenure of office. Is it too hopeful to predict that it would eliminate much of the political jobbery from municipal elections?

The wisdom of the merit system has been demonstrated by the practice and experience of several American cities, notably Boston and Philadelphia.

To eradicate what in the opinion of the commission is the greatest curse to municipal government, the bill provides that the municipal ballot shall be stripped numerpal overminent, the bill provides that the municipal ballot shall be stripped of every vestige of party politics. All candidates for municipal offices must be nominated by petition; no political party shall endorse any candidate until after the nominations are closed; the name of each candidate shall be printed alphabetically in rotation and in a single column upon the ballot under the name of the office without any other designation whatever, the elector to indicate on the ballot his choice by a cross mark placed opposite the name of the candidate

Something must be done to increase popular interest in municipal affairs. The people generally find themselves practically unable to participate in the nomination of candidates for municipal offices; compelled to vote for candidates who represent merely party politics and not in any sense the popular choice; except upon conditions to which they are unwilling to submit, they find themselves unable to obtain official positions or have their qualifications receive even quasi consideration, and they look upon municipal affairs in general as the exclusive property of the politician, as the natural monopoly of partisan politics, and there is a feeling, more or less vague, that there is a moral taint in enlisting in a contest for

Can anybody conceive of a good reason why there should be any party nominations or party candidates for any municipal office, or the pertinence of any inquiry as to the opinions entertained upon subjects of national politics by a can-

inquiry as to the opinions entertained upon subjects of national politics by a candidate for mayor or the city council?

It seems to me that the great barrier to good municipal government in the United States is the almost complete domination of the machinery of municipal government by partisan politics, and the prevalence of that almost criminal idea that city government is the legitimate spoils of party politics. The contest has come to be not which man will best serve the public interests, but rather which set of politicians shall gain the right to distribute the fruits of municipal government among its party zealots, and I fear that many good citizens become so zealous in national politics that they will regard it as almost a breach of the greatest of the ten commandments of American politics to divest the municipal ballot of its familiar political livery. ballot of its familiar political livery.

The goal which we seek is the control and management of municipal affairs

upon good business methods and principles, by honest and capable men, and we think that party domination of municipal affairs is what is preventing this. We seek an administration by men whose chief qualification for office shall depend not upon party zeal or service, but upon fitness to perform the duties, and whose official tenure shall not depend upon party affiliation or service, but upon their fidelity, honesty and zealous devotion to duty, and it seems that party domination

of municipal affairs is what is preventing this.

The municipalities of Ohio, or at least the larger cities, should own and operate their own water works, gas works, electric light plant, sewage farms, telephones, power plants, street railways, and all other public service utilities, and yet until these vast revenue producing services shall be absolutely independent of political

these vast revenue producing services shall be absolutely independent of political machinations, municipal expansion in these directions should be viewed with great alarm. These public services belong to the public, should not be the subject of private manipulation and profit, but should be managed and controlled by and solely in the interest of the public at large, and it seems that the party domination of municipal affairs is what is preventing this.

If, then, these four controlling features of the proposed code, local self government, separation of legislative and executive functions, the merit system of appointment and non-partisan elections, if they shall prove to be effectively incorporated into law, will not stimulate in the masses of the people an abiding interest in every detail of municipal administration, will not render them exacting and relentless in the condemnation of mismanagement, incapacity, and unfaithfulness of public servants, will not bring about the management of municipal affairs fulness of public servants, will not bring about the management of municipal affairs upon business methods and in the interest of the whole people, and will not visit with unmeasured condemnation the prostitution of public interests to private or political ends, then shall I begin to fear that popular government is a dream.

President Johnson—I presume that Mr. Kibler would be glad to answer any questions that any gentleman would like to ask in connection with his excellent paper. It seems to me it is one of the best I have ever heard upon the subject.

Mayor Harbison—I would like to ask a question. In the naming or nominating of these officers, what is the provision as to how many shall run?

Mr. Kibler—There is no limit. It is provided that thirty days or so before the election a little over thirty days, the nominations shall be closed, and the nominations shall be by petitions filed with the board of elections by a certain number of citizens, and the form of these petitions is incorporated in the code. It requires ten to nominate.

Mayor Harbison—So that any ten men can put up a candidate on this ticket to be voted for? The number of nominations in some cities would be so great they would never get through counting the ballots.

Mr. Kibler—You need have no fear about that. In Toronto they have this system, it has always been the rule there, and that city has never had more than two nominations.

Mayor Perry, Grand Rapids, Mich.—Do you require any cash deposit from the candidates? In Grand Rapids during the past year we passed a law where we dispense with conventions. If I desire to run for mayor, fifteen of my friends are required to sign a petition and deposit ten dollars as an earnest of good faith.

Mr. Kibler—I think that is a very good provision, if it is not any more than that.

Mayor Perry—We require that to help pay the printing bills. We have had this in force for one year and we find that it is very satisfactory.

Mr. Kibler—I see no objection to that at all. It may be that in the beginning of the operation of a law of this kind, the candidates would be a great many.

Mayor Perry-We do not find it so.

Mayor Ashley, New Bedford—In our city for these elections no party lines are drawn. As man may be a democrat, a prohibitionist, or whatever he sees fit. If he desires to be nominated for mayor of the city, he signs nomination papers. He has to have seventy all over the city; a councilman so many from his ward. These papers go to the registrar, and they are examined and no man can sign two men's papers. These papers have to be filed ten days before the election. In this way we get non-partisan elections. For instance, I am a democrat in national politics. Two years ago Mr. Bryan received about nine hundred and Mr. McKinley about six thousand votes, yet I was elected.

Mayor Johnson, Fargo—I have about such an experience to tell as my friend, Mr. Ashley. The farther west you go the hotter politics you get. We require, if a man wants to run independent of a party nomination, ten per cent of the votes that was cast at the last election; if for an alderman, from his ward alone. The last two elections in our town there has not been a caucus or election held by any party. I have been elected on petitions. I am a republican on national party lines, strongly so; in municipal affairs, I am not. I have twice defeated the republican

nominee, and once a democrat. I do not expect there will be a caucus or convention next year. We will elect a mayor, six aldermen, a police magistrate, etc., and I do not look for a caucus or convention by any party. I certainly hope there will be none. I want to say what Mr. Ashley says, that Fargo is two to one republican in everything where party lines are concerned. Mr. McKinley carried the city of Fargo the last election by more than two to one, almost three to one.

Mr. Kibler—It has been suggested that I call your attention to the fact that we have non-partisan elections. The bill provides that the names of the candidates shall be put upon the ballot in rotation and that there shall be nothing but the name of the office preceding the list of the names of the candidates, so that there is no party ticket allowed. it is just like the vote at a primary election.

President Johnson-If there are no further questions, we will call upon Mayor Norman Fox, of Morristown, N. J., who will address us on "Municipal Restrictions on Vice."

#### MUNICIPAL RESTRICTION OF VICE

There are three institutions that demand municipal watchfulness—the drinking house, the gambling house and the house of ill-fame. Let us consider each. There are comparatively few who demand that the drinking house be entirely suppressed. As a clergyman and an advocate of temperance I advise men not to drink, but I fail to see on what ground I can call on the law to forbid all drinking. When the "gentlemen of the old school" tells me that he finds a little whisky, not only harmless, but absolutely beneficial. I may dissent from his view, but if he prefers to act on his opinion rather than mine, I do not see but I must accord him that liberty. His right to drink, however, carries with it a right to buy, and this again covers some man's right to sell.

And even when a man is evidently drinking too much, when his hand trembles

this again covers some man's right to sell.

And even when a man is evidently drinking too much, when his hand trembles and his eye is bloodshot, when there is no denying that he does himself an inury, if he never becomes really intoxicated, never becomes noisy and dangerous, never is guilty of breach of the peace, I do not see how the law can interfere. The case is indeed a sad one, but there are many sad cases in which the law can do nothing. We all know of more than one man who smokes too much, who burns more than two dozen strong cigars a day, breaking down his nervous system, destroying his health, hurrying himself into the grave, but you cannot demand that no one be allowed to sell him tobacco. This is a free country, and that means that a man is free to do foolish, even fatally foolish things; free to squander his money and reduce himself to beggary. free to disorder his stomach with glutfony, free to commit

free to do foolish, even fatally foolish things; free to squander his money and reduce himself to beggary, free to disorder his stomach with glutfony, free to commit suicide, indeed, if he will only do it gradually and quietly. But if a man be allowed to kill himself with tobacco or strong coffee, I do not see but he must be permitted to drink to his mortal injury, provided, only, that he is never gullty of breach of the public peace.

All, however, will allow that the sale of liquor may be suppressed so far as it involves public disturbance. If a man's drink makes him violent, a menace to others, if it makes him torpid, so that he sinks down on the pavement in a dead sleep, becoming a disgusting nuisance, the sale of liquor to him should be forbidden. As we may prohibit the sale of tobacco to children, so we may forbid the vending of liquors to minors. The law of New Jersey condemns the sale of liquor to one who is already visibly under the influence of alcoholic drink, and also to one who is "known in the neighborhood to be of confirmed intemperate habits"—in other who is aircady visibly under the influence of alcoholic drink, and also to one who is "known in the neighborhood to be of confirmed intemperate habits"—in other words the dealer cannot plead that he did not know that the man was in the habit of getting drunk, or that no one had notified him, for if the neighborhood knows of it, he should know. Again, license to sell may properly be refused in a place where congregate railroad hands, or others, in whose case drunkenness would be especially dangerous. The sale of liquor like the sale of dynamite or arsenic involves certain dangers, and therefore, while the business may not be entirely prohibited, it should be put under all restrictions necessary to safeguard the rubble. public.

Nor should noise be allowed in or around a drinking place. A saloon ought to be no more of a nuisance to its neighbors than a restaurant or a cigar store. The saloon keeper who cannot keep his place just as quiet as a newspaper stand or a barber shop has no right to continue in the business.

My program of temperance effort is this: So for as the use and sale of liquor like the use and sale of tobacco involves no public disturbance, deal with it as you do with the use and sale of tobacco; use every proper argument to dissuade men from it, but you cannot properly invoke the arm of the law. So far, however, as the sale of liquor involves disturbance of the peace, we should strike it quick and without mercy.

without mercy.

And an experience of upwards of two years on our board of excise commissioners convinced me that the control of the liquor traffic is not a difficult thing if

it be taken hold of with the proper firmness. When a man was applying for a license I used to say to him: "I advise against the use of liquor, but your customers are not obliged to take my advice. And now will you meet me half way? If I will yote for your license, will you agree not to sell to any minor, nor to any man already under the influence of liquor, nor to any man in the habit of getting drunk, nor in forbidden hours? And will you so keep your place that it shall be nomore of a nuisance to the neighbors than a cigar store or a newspaper stand?" Of course the man would promise, and in many cases sincerely, feeling that I was asking nothing unreasonable. And the worst man saw that we had a rope around his neck, and it would not do for him to try any games on us.

Excise commissioners have such wide discretionary powers that they can control the traffic fully. In a large city where applicants for license are too numerous to be known personally, information should be supplied by the police. Let it be fully understood that sales to improper persons, or at improper hours, will

numerous to be known personally, information should be supplied by the ponce. Let it be fully understood that sales to improper persons, or at improper hours, will surely involve loss of license, and such sales will instantly cease. And when such sales are stopped all is done that the law can do. The discontinuance of other sales, of those which do not involve breach of the peace, can be brought about only by the pulpit, the platform, the press, the schools and other moral forces of the community. When all men have been dissuaded from buying, all sales with

cease.

cease.

As to gambling, it may be said that when a few men meet in a private room and play for small stakes, or even large ones, the law may have no call to interfere. But in the case of a gambling house it is different. Here is an organized institution, a place that is opened not merely for the convenience of players, but practically for the encouragement of gambling, and, therefore, must be regarded as inciting evil. It is true that the law cannot make men moral, but it can restrain them from schemes to lead others into immorality. In some foreign countries lotteries and gambling houses are maintained by the government, but in nearly, if not quite every one of our own states, gambling establishments are declared illegal, and there is practically no one who complains of their proscription. All, therefore, that need be said on this point is that the police authorities should enforce, against such houses, those laws which every good citizen will be pleased to see enforced.

And now we come to the unsavory subject of prostitution. There is a wide spread sentiment that houses of ill-fame may be altowed to exlst, provided they

spread sentiment that houses of ill-fame may be allowed to exist, provided they confine themselves to certain localities. But what district will you assign to them? There is no part of the town but in it there dwell some respectable people. There are thoroughly worthy families who by the necessities of their work, or by stern poverty, are compelled to reside in the neighborhood in which it is proposed to allow vice to flourish unrestrained. Now by what right can you pour out on their surroundings this flood of moral and physical disease? If the brothel cannot be allowed to exist among the homes of the wealthy, no more should it be tolerated where dwell the worthy poor, who already are sufficiently handleapped in their efforts to bring up their children aright. The first duty of a municipal government is to care for the struggling people of limited means, and therefore, if houses of vice are to be assigned a location let it be a Fifth avenue or a Beacon street, where

vice are to be assigned a location let it be a Fifth avenue or a Beacon street, where dwell those who are strong enough to defend themselves against the plague.

As to the licensing of houses of ill-fame, which has been done in some European etties, and which some have proposed here, it should be noted that there is an essential difference between the licensing of liquor selling and the licensing of prostitution. There are men of high standing, intellectually and morally, who claim that the use of alcohol in moderation is not only harmless, but beneficial, and though we have the right to differ from them, we cannot rule out their ideas as utterly absurd. But no one will claim that immorality is harmless if indulged in moderation. There is no parallel between a thing on which thousands of good men declare innocent and one which all agree to be evil and only evil.

Some writers (e. g., Lecky in his History of European Morals) deal with this subject as if a system of prostitution were a public necessity. It has indeed flourished in all lands. But it should be noticed that where it has received a liberal toleration there have always existed in connection with it certain darker vices, unmentionable degradations, which, on the same grounds as prostitution,

noeral toleration there have always existed in connection with it certain darker vices, unmentionable degradations, which, on the same grounds as prostitution, might claim tolerance as necessities. There are, however, thousands and tens of thousands of men of as strong physical impulses as any, who yet have maintained pure lives, and any man who can keep himself from ordinary immorality, as well as he can restrain himself from the unmentionable vices, by simply maintaining a proper self respect, a due regard for the dignity of human nature.

For the suppression of the disorderly houses let both the offending parties be treated in the same way. When a man and a woman are arrested together he

For the suppression of the disorderly houses let both the offending parties be treated in the same way. When a man and a woman are arrested together he cannot be regarded as any better than she, and should receive no milder treatment.

cannot be regarded as any better than she, and should receive no milder treatment. If she is to be arraigned in the police court, let him also be fined or sent up for ten days. If it be understood that not only will disorderly houses be raided, but that the men caught in them be treated in just the same way as the women, men will not risk themselves in these places and they will be closed from lack of customers. There are cases of illicit relations between individual couples in which the law may refuse to interfere, on the ground that there is no breach of the public peace. But the brothel wages a direct warfare on the well being of society. By its open doors, which are practically a public advertisement, by sending out runners, perhaps by street soliciting, many are led into immorality who otherwise would never have thought of it, and this increase of vice necessitates, in turn, the sending out of agents to bring in still other young women, who, but for such urging, would not have entered the evil career. Now it is true that the law cannot make men virtuous, but it can interfere with the public and systematic propagandism of vice. Be it granted that of those who are vicious many will continue vicious,

but it still remains that the law can and should interpose to restrain the immoral from leading still others into immorallty. The subject of this paper, be it observed, is not the extirpation of vice; that can be accomplished only by the church and other moral agencies. But the restriction of vice, the hindrance of its propagation among those now innocent, this is something which the municipal government can do much to accomplish.

President Johnson—I presume Mayor Fox will be gIad to answer any question you may have on this important subject of municipal vice.

Mr. W. S. Crandall New York City—I would like to ask Mayor Fox if he has put in practice any of the usages in Morristown.

Mr. Fox—We have about 12,000 population in Morristown; of course the problem is not so great. I cannot find that there is a single organized place there, and I think it would be raided and suppressed very quick if such a thing were reported.

Mayor Harbison, Hartford—In cities where you grant licenses to sell liquor, where the city gets to be so large that comparatively few are known, would you then grant a license on the recommendation of the police?

Mayor Fox—Yes. 1 remember the excise commissioner of Brooklyn, who is a deacon in one of the churches there. who was put upon the excise commission, stating one day that whenever applications came in they called upon the police of that district to report upon the place, and if anything was urged against it, they refused it.

Mayor Harbison—Do you think they would be the proper body of men to recommend the proper men to sell liquor? From what I know of the police of the large cities. I doubt the advisability of such a plan. I can see that in the cities of smaller size you could know every man and woman almost, but in cities generally, where there are 80,000 to 100,000 or a million people, would you think it would be proper to turn it over to the policemen and let them decide who should sell liquor?

Mayor Fox--It might be to get this system in operation you would have to begin with the police. But the police are the natural parties to consult. If you suspect that the police in that district were not as strict as they should be, there are other persons from whom information could be obtained.

Councilman Kennepohl, Richmond, Ind.—I think it is a poor recommendation you would get from the poincemen in regard to a man starting a saloon. In our city the law provides that there shall be three reputable citizens to youch for the character of the applicant.

Mayor Perry, Grand Rapids, Mich.—I presume Mr. Fox would take the advice of the chief of police, or some of the men in control of the police department. We have had some experience in this line. I vetoed a saloon license which was passed by the council last Monday evening. I did so on the recommendation of the police. I took their advice and vetoed the license, and I think you will get more information from the head of the police department, better information, than from any other source.

Mayor Hayes, Baltimore, Md.—We have a liquor license commission. They, under the law, can grant any license. Application is published in three of the daily papers in Baltimore city, and the public, the entire public, are requested to advise them of the desirability of the locality and the fitness of the individual. We do not place a saloon in any lo-

cality where the people do not want it, but of course, the jurisdiction of the license commission is broad; if they deem it not a proper locality, and not a proper person they do not give him a license.

Councilman Norris, Richmond, Ind .-- In our city we have what we call the residence wards. We have certain wards in which we permit no saloons at all. They do it by petition, or something of that kind, which prevents the saloons in the ward.

President Johnson-Before taking up anything further, I wish to announce that there will be a meeting of the executive committee at room 116 of the Sherman House immediately after adjournment. I trust the entire committee will be there today.

The next paper, "Practical Application of Uniform Accounting to City Comptrollers' Reports," is by Mr. Harvey S. Chase, of Boston. Mr. Chase is not here. He has been detained from coming, but he has sent his paper to the Secretary, who will now read it.

Secretary MacVicar-I will take the liberty of preceding it with the paper of Mr. Richard Silvester, superintendent of police of the District of Columbia, entitled "The Modern Police Force."

#### THE MODERN POLICE FORCE.

Mr. President and Gentlemen:

Mr. President and Gentlemen:

There is a general tendency for improvement, morally, intelligently and physically, throughout the police service in the United States.

I am of the opinion that the public generally is not awake to a realization of the immunity from crime now enjoyed as against conditions as they existed ten years ago. I do not mean to give out the impression that there has been a decrease in crime, for crime keeps pace with population, always did exist and always will, but the absence of the professional burglar, pickpocket, panel workers and card sharps from the cities and towns is the result of improved discipline, intelligent application and honest effort on the part of the police. The crook who was a professional a few years ago in any one locality was measured, photographed, and in other respects made known, and pictures sent to authorities in other sections, so that chance of operating without discovery and apprehension has since been reduced to a minimum. has since been reduced to a minimum.

The improved mechanical appliances, intelligently and systematically used, the study of the character of crime perpetrated by individual characters, has and it possible to name the perpetrator without being in possession of further information. In some cases so remarkable has been this kind of "mind reading" as to cause the public to wonder at the achievement when arrest and conviction would follow.

As a result, the "professionals" have gone to other climes, to foreign shores, where they can apply their operations with less danger of apprehension. The foreign countries have largely maintained their systems as of old, while in the United States the conductors of police institutions have organized a union known as The National Association of Chiefs of Police of the United States and Canada, and matters which may taped to the who meet annually and discuss methods and matters which may tend to the advancement of the work in hand, and each head of a department is constantly bending his efforts to realize on improvements which will not benefit his command

bending his efforts to realize on improvements which will not benefit his command locally, but the advantages of which may be extended to all.

Those who master municipal situations, or who try to do so, should bear in mind the truth—that everything in America is progressing at such a rate as to astonish the world. The advanced conditions are largely met by inferior police organizations, inferior in point of numerical strength. This is not as it should be. The great changes are contended against by forces which have not been properly instructed, but allowed to pursue many antiquated methods at compensations originally paid years ago. Such is not conducive to good government, but prevails simply because the police is the last institution thought of, when it should be the first, in the progress which has taken place.

On the police must rest every department of government; the schools, collection of taxes, enforcement of sanitary laws and all other branches.

To present a fair picture of municipal improvement, first, plant all in a modern police department. This must be had in order to maintain peace and order, to prevent crime and detect criminals. This can be had by extending to a force of adequate numbers:

adequate numbers: 1. A life tenure during good behavior.
2. A pension fund for those laterals.

2. A pension fund for those injured or diseased in the line of duty, or in case of death for their families.

Freedom from political influences, with a non-partisan board of commis-3. sioners.

The time is ripe when intelligence is more necessary in superintending physical strength. A superintendent should be an honest, zealous, intelligent, kind but firm man, with ample compensation for his labor, and modern facilities at command. His policy should be thoroughly inculcated in the members of his force by school of instruction.

The subordinate officers and men should be paid as would the agents of any well established business house or corporation, and should be taught to conduct things on a business basis—that is, bring about good results.

President Johnson-Mr. Chase's paper is quite a long one; it will take probably twenty-five minutes to read it. Do you want to hear it?

Mayor Harbison-I move that the reading of the paper be dispensed with, and that it be printed in the proceedings.

The motion carried.

# PRACTICAL APPLICATION OF UNIFORM ACCOUNTING TO CITY COMPTROLLERS' REPORTS.

The title of this paper was selected because I desired to emphasize the first word of it, "practical," and because in so doing I hope in some measure to bring the matter of so-called "uniform accounting for cities" down out of the clouds and to take one of the steps necessary to establish it firmly upon the earth, where we all are agreed there is immense and constantly growing need of it.

To be "practical" in a paper of this sort one must necessarily be as brief as is consistent with clearness, therefore I will omit all arguments in favor of "uniform

accounting" and go on immediately to the question of the application of such a system.

The difficulties in the way of such application are many and sometimes they have appeared insurmountable, in fact they still appear insurmountable to many intelligent and able city comptrollers who are up to their eyes in their own city's affairs and look with natural distrust on any ideal or theoretical system from out-

The accounting system in each city of this country has apparently "growed" with Topsey, and owing to the immense number and complication of municipal accounts any scientific reorganization of the methods, books, etc., has rarely been attempted. The proposition is too big a one to tackle if it can be avoided by those in office whose daily life is already full to overflowing with the cares and responsibilities of making the city's affairs "go" and the ends meet, but now and then, owing either to the absolute necessity brought about by the overwhelming growth of the city or to the intelligence and broad public spirit of those in control of the government such a systematic reorganization is undertaken amid circumstances government, such a systematic reorganization is undertaken amid circumstances which are favorable to its acceptance and adoption, and such an example of "prac-

which are favorable to its acceptance and adoption, and such an example of "practical application" of theoretical principles is now going on at Chicago, where the certified public accounting firm of Haskins & Sells of New York have begun on just such an undertaking, and the writer has been retained by these gentlemen as a consulting expert to assist in this matter.

It is Messrs. Haskins & Sells' intention to lay out the Chicago system in an original and up-to-date, yet thoroughly practical manner, and to spare no labor or pains in making for Chicago a model of what a great city's accounting system should be, one which they are hopeful can hereafter be studied with advantage by comptrollers elsewhere who are anxious to profit by the great amount of expert work which must necessarily be applied to Chicago's affairs during the coming months.

months.

This matter has been mentioned to show the "practical" and immediate nature

of uniform accountancy.

In smatter has been mentioned to show the practical and thimediate lattine of uniform accountancy.

For arguments upon the necessity of uniform accounting I would refer my hearers to the proceedings of the National Municipal League, whose secretary's office is at the Girard building, Philadelphia, and whose "committee upon municipal accounts and statistics" embraces quite a number of recognized experts upon municipal affairs. Associated with the committee are a dozen or more similar committees of the various national organizations, water works, gas works, electric light, etc., including the committee of your own League of American Municipalities and the work of these committees is the basis upon which the outline in this paper mainly rests.

It is evident in the first place that no two cities' accounts are alike and it is improbable that they can ever be made alike, that is, identical or nearly so in titles, arrangements, books, etc., owing to essential differences in the laws and ordinances by which they are respectively governed. The ordinances can be comparatively easily changed if good cause is given. The statutes (state laws), including a city charter, can perhaps also be changed, though with much greater difficulty and loss of time, but frequently, as in Chicago, the municipal accountant runs against the fundamental law of the state—the constitution—which expressly prohibits certain actions or methods which are freely used in other states.

We are easily convinced, therefore, that no expectations of identical ledger

We are easily convinced, therefore, that no expectations of identical ledger accounts, as such, are practicable in any number of cities.

Therefore we must search for "uniformity" elsewhere and the Municipal League has found it in a method of grouping the accounts of each city according to the functions of the departments or bureaus to which the accounts belong. Certain recovered titles which are applied by taul cities are first taken viz. general titles which are applicable to all citles are first taken, viz:

General Government.

H. Protection of Life, Health and Property.

Public Charity. Public Works. III. IV.

Public Industries.
Public Education, Recreation and Art. VI.

VII. Miscellaneous.

VIII. Public Trust Funds.

IX. Taxation.

Public Indebtedness.

And under each of these are grouped the departments or sub-departments of the city in question. For greater clearness and in order to approximate to the perfect uniformity of detail (a uniformity which would be ideal to the student but which we see is impracticable), each of these "groups" is sub-divided into from two to sixteen divisions, e. g., In "General Government" we find, 1: Executive, 2: Legislative lative, 3; Law Department, etc., each of which is still sufficiently general in its title to apply to all cities di. e., any city's accounts when intelligently examined can be accurately and satisfactorily apportioned under some, or all, of these divisions).

For example, under "Executive" will be put all the city accounts, whatever their titles may be, which pertain to the mayor's office distinctly. Under "Legislative" will be placed all accounts on the city's ledger which pertain to the city council or other legislative ledger.

council or other legislative body.

It is therefore apparent that no matter if the actual ledger accounts have titles which are entirely at variance in different cities, yet by considering the function of the department to which the accounts apply, it is a comparatively easy matter to group them under such a re-arrangement or system.

This grouping will first be done only once a year for the annual report, and this brings me immediately to an example of such a grouping in actual practice in the city auditor's report of Newton, Massachusetts, of which there are copies for

distribution here.

Upon examination of the tabulations on page 136 et seq. of this pamphlet, there

will be noted:

First. The groupings of the accounts of the departments as described above, with the receipts of each group upon the left hand page and the expenditures upon the right hand page (opposite each other for easy reference in comparisons), and Second. The arrangement in parallel columns of two main divisions of the figures, (a) "Ordinary, or Maintenance Accounts," and (b) "Extraordinary, or Capital Columns of the figures, (a) "Ordinary, or Maintenance Accounts," and (b) "Extraordinary, or Capital Columns of the figures, (a) "Ordinary, or Maintenance Accounts," and (b) "Extraordinary, or Capital Columns of the figures, (a) "Ordinary, or Maintenance Accounts," and (b) "Extraordinary, or Capital Columns of the figures, (a) "Ordinary, or Maintenance Accounts," and (b) "Extraordinary, or Capital Columns of the figures, (a) "Ordinary, or Maintenance Accounts," and (b) "Extraordinary, or Capital Columns of the figures, (a) "Ordinary, or Maintenance Accounts," and (b) "Extraordinary, or Capital Columns of the figures, (a) "Ordinary, or Maintenance Accounts," and (b) "Extraordinary, or Capital Columns of the figures, (a) "Ordinary, or Maintenance Accounts," and (b) "Extraordinary, or Capital Columns of the figures, (a) "Ordinary, or Maintenance Accounts," and (b) "Extraordinary, or Capital Columns of the figures, (a) "Ordinary, or Maintenance Accounts," and (b) "Extraordinary, or Capital Columns of the figures, (a) "Ordinary, or Maintenance Accounts," and (b) "Extraordinary, or Capital Columns of the figures, (a) "Ordinary, or Capital

tai Accounts.'

I must pause a moment to emphasize this distinction between these two sets of accounts. We have endeavored to make the titles clear as well as comprehensive and therefore adopted both the titles "ordinary" and "extraordinary" as used in Boston, Providence and many other cities, and also the titles "maintenance" and "capital" which are more definite and which are used by the commissioner of labor, Hon. Carroll D. Wright, in his bulletins upon the "Statistics of Cities," which are published by the government at Washington.

This distinction is fundamental and here we shall be obliged to go into theory

a little.

I trust I may be pardoned if I quote from a previous report of the writer as follows:

"In order to lay out a system of accounts which shall be harmonious throughout, making each department's account fit into its appointed place in the general scheme, it is all important that we 'begin with the end,' i. e., with the final thing to which all the year's work leads up—the comptroller's report. We must lay this out in such a way that it will give a clear, decisive series of summaries of the results of the year, first, in totals, then descending into divisions or groups of departments according to their functions and thence into departments, sub-departments according to their functions and thence into departments, sub-departments.

ments, and so on, down into the details of each account.

"The average citizen or city official can then, from such a comptroller's report, obtain an intelligent view of the city's business, first in gross, next in dlyislons, and finally, follow down any special line which he desires to investigate and reach the individual items if he wishes to do so.

"In similar fashion, and for the same purposes of clearness, conciseness and intelligibility, as well as conformity to the plan now being adopted by progressive cities, the statement of assets and liabilities (balance sheet) should be given, first, as a summary, next in divisions, and then in departments, and so on into the details.

"The distinctions must be carefully made between 'capital accounts,' which are the permanent investments of the city, and 'maintenance accounts,' which are the temporary expenses of the city (i. e., money spent and gone and nothing to show

temporary expenses of the city (i. e., money spent and gone and nothing to show for it except the year's work done).

"It is evident that in theory at least the tax levy should provide all the money for the 'maintenance accounts' (temporary tax bonds included), while permanent investments ('capital accounts') may be provided from the same source, or from issues of long time bonds, or both, whichever is practical.

"The essential nature of the distinction between these two kinds of expenditures must be completely recognized and provided for in the accounts. Many cities, especially abroad, have based their system of accounts on these lines, and much practical information can be obtained from their reports.

# "DIFFERENCES BETWEEN MUNICIPAL AND COMMERCIAL BOOKKEEPING

"While the likeness between municipal and commercial bookkeeping must be kept in mind and acted upon in any lay-out for a municipal system so that it will follow the best commercial practice so far as possible, yet the essential differences between municipal and commercial requirements must also be kept in mind and

properly allowed for.

"One of these essential differences appears at once when we consider municipal 'assets,' for in a commercial corporation the actual state of the assets owned by it are fundamentally important, and upon these the borrowing power of the concern is primarily based, while a municipality's borrowing power does not depend in any degree upon its own assets, but upon the 'valuation' of the city, which consists of the total combined property of the individuals who compose the which consists of the total combined property of the individuals who compose the city, which of course has nothing to do with the city as a corporation and cannot appear upon its books as an asset. Therefore there is not the same necessity for persistent scrutiny of the city's 'plant' and 'equipment' accounts, nor for such exact allowances for depreciation, etc., as are considered absolutely necessary in statements of a private corporation's affairs, yet as has been previously insisted upon the distinction between 'capital accounts' and 'maintenance accounts' cannot be scrutinized too closely and the failure to do this has been and still is the source of most of the disgramments in deductions which are drawn from financial state. of most of the disagreements in deductions which are drawn from financial state-

of most of the disagreements in deductions which are drawn from maneral statements of public industries (i. e., water works, electric plants, etc.) as against those drawn from the statements of similar private corporations.

"In public industries the 'capital accounts' are usually neglected, frequently overlooked entirely, and therefore no allowances (or no sufficient allowances) are made for interest, sinking funds and depreciation on the original investment of the city's money in the 'plant,' thus the apparent running expenses of the plant as set forth in some public reports are misleading; they show false prosperity which sooner or later must disappear and the actual situation will then make itself theory, and invelve considerable discomfort and loss to the city.

known and involve considerable discomfort and loss to the city.

"Therefore we must give sufficient attention to the 'fixed assets' accounts of the city and so arrange our reports and bookkeeping that the actual costs of the city's real estate, buildings, equipments, etc., will be at all times evident and so that the increase and decrease of each of these accounts during the year will be set forth clearly and accurately in the comptroller's report.

#### "BALANCE SHEET.

"The vitally important point in the balance sheet is this, namely, that we show clearly the actual quick assets' (cash and receivables) of the city distinct and separate from the 'fixed assets' (real estate, buildings, etc). These 'quick assets' should include (aside from the sinking funds) all cash in office and at banks, all should include (aside from the sinking funds) all cash in office and at banks, all securities, stocks of supplies on hand, accounts receivable, taxes collectible, etc., and against these should be clearly set forth on the other side of the balance sheet (credits) the actual current liabilities of the city (viz: the warrants unpaid, interest due, temporary loans unpaid, judgments unpaid, etc.)
"In this manner the actual condition of the city's finances is disclosed and the average citizen, or official cannot be easily misled, for it is a fact that while the statement of a large surplus of total assets (including fixed) over total liabilities may be true as a bookkeeping matter yet incorrect deductions are generally drawn.

may be true as a bookkeeping matter, yet incorrect deductions are generally drawn from such statement by the average citizen."

This leads to the "point of view" of the average intelligent citizen.

# "THE POINT OF VIEW.

"The fundamental importance of systematic accounting is evident when we consider that all practical and successful improvements in city affairs must be premised by thorough knowledge of the actual conditions which are sought to be improved. Unless these actual conditions are fully known it is always difficult, the conditions are fully known in the

"Moreover as municipal accounts and statistics are at the basis of all city affairs and as the futility of sporadic attempts at improvements which have been based upon generalizations from unsystematized and therefore misleading municipal statements and reports, has been frequently demonstrated in the past, it becomes evident that clear, concise, and accurate financial reports of a municipality are the sine qua non of municipal progress.

"This being so, it is essential that out first endeavors should be to draw up a complete and satisfactory form for the city comptroller's (or auditor's) annual report which shall comprehend all of the financial statistics of the year arranged in such tabulations that the facts can be easily understood by any reasonably intelligent

citizen.

"This 'point of view,' the average citizen's view, is the one we must constantly have in mind, and set forth the facts and figures in our reports so that with a minimum study on the citizen's part he will readily and correctly comprehend the present financial standing of his city and the amounts of the actual expenditures and incomes, taxes, valuations, etc., of the financial year in gross figures and also

in detail.

"Not only must the form of the report be clear and easily compared with previous reports, but it should also be so arranged as to be compared readily with

reports of other cities of similar size.

"Hitherto such comparisons have been practically impossible, but since the very excellent work recently done by the 'uniform municipal accounting' committees of the National Municipal League and its associated organizations it is now both

of the National Municipal League and its associated organizations it is now both possible and practicable to so design the comptroller's report and the books, vouchers, warrants, etc., which lead up to it, that correct and comparative figures can be obtained and set forth under schedules made applicable to all cities. "While taking the intelligent citizen's point of view as the one to be primarily emphasized, we must also bear in mind the fact that up to the present time the only real interest in any city's financial reports has been displayed by the city officials immediately concerned and by a few exceptionally well informed citizens, usually professional students of civic affairs; so that while aiming to awaken an interest in the average citizen, we must not sacrifice the points which give these reports their present value to the city officials.

"The difference in these two points of view, generally speaking, is this, that the citizen looks at the matter as he would any other business enterprise, viz: 'how much does the city take in and how much does it spend in each department and how much taxes will I have to pay to make up the difference between income and

how much taxes will I have to pay to make up the difference between income and

expenditure?'
'The city official on the other hand looks at it from the point of view of 'appropriations,' the fundamental question with him being, 'is the expenditure within the priations,' the fundamental question with him being, 'is the expenditure within the appropriations duly made for it?' and he puts less emphasis upon the necessity or advantage to the city of the particular appropriation itself. This distinction, while difficult to define, is nevertheless an important one which must not be overlooked. We shall conclude, therefore, that both points of view are essential, but that hitherto the official's view has been set forth in most comptroller's reports to the exclusion of the citizen's view."

exclusion of the citizen's view."

It may appear after all as if we were getting away from the emphatic "practice" with which we started out, but I see no way to avoid some statement of the principles which have been adopted as the basis for the practical application.

If we return now to the city of Newton report we shall note that in the titles of the "groups" there is an important distinction between "public works" and public industries." The former consisting of those departments of the city, such as street work, sidewalks, sewers, etc., which require city expenditures, but which do not provide regular income from sales of products (omitting from consideration at present the repayments of special assessment levies which will be taken up later) while the latter, "public industries," Includes those departments which, on the other hand, do provide regular income, such as water works, gas works, electric light plants, docks, ferries, etc. plants, docks, ferries, etc.

These departments while now classified under public works in most city reports, are really independent businesses each in itself, and should be so treated in city

reports.

Each should have its independent set of accounts, its capital accounts (original cost of plant and additions thereto), its income and expense accounts, and at the end of the year should set forth concisely the actual condition of the inances of the "industry" in a balance sheet, and the results of the year's work in an income and expenditure account.

Thereafter any profits which appear in this statement can be turned over to the city's general funds after proper provisions for interest on construction bonds, for depreciation, and for sinking funds, have been made.

Losses must, of course, be made good from the general treasury or by increase of price of the products of the "industry," or by cutting down its expenses.

In such "industry" accounts the essential necessity for separating "capital accounts" from "maintenance accounts" is so evident that no further emphasis upon it is needed here.

# SPECIAL ASSESSMENTS.

It is evident that the city's returns from special assessment levies for construction of new streets, sidewalks and sewers, are entirely different matters from the "income" of public industries as above described and therefore there will be no occasion for wrong interpretation of our definition of the term "industries," nor any excuse for the inclusion of streets or sewers, etc., under this title.

# NEWTON REPORT.

It is necessary to keep in mind the fact that the "uniform" schedules in the Newton report are, as they state, merely a "summary" of the receipts and expenses, for it is evident that these schedules must be supplemented by others before all of the needed facts and figures are set forth in tables which will fully represent the results of the operations of the city for the year.

In fact the Newton schedules are only one set out of a series and this series in its completeness will be formulated in the forthcoming report of the National League's committee, and will be, we hope, most fully and practically exemplified in the final arrangement of the Chicago system.

It is indeed to the working out of these excellent ideas and their application to practice in that great city that we shall all turn with much interest and await with some anxiety.

If this important work of Messrs. Haskins & Sells is successful, as we believe it will be, it will prove of inestimable value to systematic city accounting and to good city government since we are all rapidly coming to believe that the latter cannot be had without the former and that the former is the step now vitally needed in many, if not most, of the cities of this country.

In conclusion we may properly ask, "what are in fact the practical results of uniform accounting so far?"

- The answer of the present writer would be the following:

  1. The very careful and thorough survey of the whole field which has been made by the National League's Committee and by the other co-operating committees 2. The application to practice in the Newton report so far as one schedule is
- concerned.
  - The application to practice in a forthcoming report of the city of Boston.
     The same for the city of Providence, R. I.
     The same for the city of Rochester, New York, and

6. The important application at Chicago which will determine better than all else what portions of the ideal plans can be reduced to immediate practice and what portions cannot be applied; at least for the present.

President Johnson-Mr. Crandall, of the Municipal Journal and Engineer, would like to say something to you gentlemen.

Mr. Crandall—Gentlemen of the Convention: The Secretary of the International Association of Municipal Electricians, Mr. F. C. Mason, of New York City, desired very much that he might be present himself in order that he might present this matter to you personally, but not being able to come, asked me to do so for him. The next convention of this association will be held in Niagra Falls, N.Y., September 2, 3, and 4. He desires you to be present if you may; failing in that, to see that the city electricians of your respective cities are informed of this meeting, and if possible, sent to the convention, at the city's expense, of course. There your electricians would learn the up-to-date methods that are used in many cities in the police and fire alarm telegraph systems. You know, because you assemble here, the value of rubbing up against the other fellow. It will help your city electricians. Mr. Mason simply wanted me to emphasize the importance of the convention and give its date and request you to do this, and in any event to see that the name of the city electrician is sent him.

An invitation was read from the Central Labor Union of Jamestown, asking the convention to attend an open air mass meeting on Friday evening. The invitation was accepted.

The convention took an adjournment to 2 o'clock.

#### FOURTH SESSION.

Thursday Afternoon, August 22, 1901.

Mayor J. A. Smyth, of Charleston, called the meeting to order at 2:15 p. m.

Mayor Smyth—The first paper will be "The Cost and Durability of Brick Pavements in Ithaca," by Prof. C. L. Crandall, of Cornell University. I take pleasure in introducing to the convention Prof. Crandall.

THE COST AND DURABILITY OF BRICK PAVEMENTS IN ITHACA.

In March, 1892, an amendment to the charter of the city of Ithaca was passed authorizing the common council to add to the general tax budget each year for ten years any amount they wished up to \$20,000 for permanent street improvements. The amount so raised was to be kept as a separate fund and turned over

This commission was given full charge of the expenditure of the funds as to the streets to be improved and the character of the pavement or other improved ment to be made. They could employ day labor or let the work by contract. One-third the cost was to be assessed to the abutting property on each side, leaving only one-third the cost of paving the blocks, and the total cost of paving the street intercretions to be real from this fund. intersections, to be paid from this fund.

The abutting owner could pay the full assessment at once, or in five equal installments, each payment after the first including all interest due. In the latter case the common council could issue bonds for the amounts due, and the funds obtained from their sale were turned over to the pavement commission.

Under this act the following amounts have been raised:

PAVEMENT FUND						
YEAR	General Tax	Frontage Assessment	Total			
1892	\$19,996.33	\$24.469.79	\$44,466.12			
1893	20,000.00	27,034.58	47,034.58			
1894	10,000.00	10,481.17	20,481.17			
1895	20,000.00	19,204.27	39,204.27			
1896	15,000.00	9,407.02	24,407.02			
1897	15,000.00	24,108.08	39,108.08			
1898	15,000.00	27,755.42	42,755.42			
1899	15,000.00	26,078.34	41,078.34			
1900	15.000.00	28,761.11	43,761.11			
1901	20,000.00		20,000.00			
Sale of stone, 1897			499.57			
Total	\$164,996.33	\$197,293.78	\$362,795.68			

At the beginning of the present fiscal year (March 1) frontage assessments to the amounts of \$14,130.78 were due in addition to the above, while \$2,484.55 of the \$15,000 put in the general tax budget for 1900 had not been turned over to the commission.

Some 5 per cent of the total frontage assessment is for water and sewer con-

some 5 per cent of the total frontage assessment is for water and sew? Connections laid to the curb in advance of the paving.

Allowing for this and also for the 1901 assessments, the total invested in street roadway improvements during the ten years under this special act will amount to some \$330,000. This has been invested in macadam, Medina sandstone and brick pavements; the larger portion in brick.

The itemized cost of the brick paving from year to year has been as follows:

# COST OF BRICK PAVING PER SQUARE YARD NOT INCLUDING GENERAL EXPENSES

								-			
Year	CONTRACTOR	Cubic yard	Square yard Z	Sundries— Square yard	Curbing— Lineal feet	Kind of Brick	Amt of Pav— Square yard	red	Concrete and laying	Total	Total Pav't- without curb
1892	Costelle & Neagle	\$ .40	\$.18	\$.03	\$.70	Porter re-pressed	4186			\$2.44	\$2.65
1893*	Costello & Neagle	.40	.19	.04	.70	Porter re-pressed	1080			2.37	2.60
1893	Costello & Neagle	.35	.16	.07	.69	Porter re-pressed	12577			2.15	2.38
1894	Campbell & Wood	.31.9	.15	.07	.51.7	Newfield	8742			1.68.4	1.90
1895	S. McCloud & Co	.21	.08	.04½	.50	McM & Porter re- pressed, leveled. Canton block	17926			1.68	1.80½
1896†	S. McCloud & Co	.27	.04		.50	Newfield	1167			.97	1.01
1896	S. McCloud & Co	.27	.10	.021/2	.50	Canton block Newfield McM & Porter	6654 6002			$1.59 \\ 1.60 $	1.72
1897	S. McCloud & Co	21	.06	.05	.47	Newfield shale	11578	\$.90	\$.53	1.43	1.54
1898	F. Spalding	.23	.08	.04‡‡	.40	{ Johnsonburg } { Newfield shale }	16554	.90	.54	1.44	1.56
1899‡	F. Spalding	.23	.06	.03	.40	John'g New'ld shale	3052	.90	.54	1.44	1.53
1899	F. Spalding	\$ 1.15** }   .25	.31	.06	{ 56 } { 45 }	John'g New'ld shale	15317	0-	.54	1.49	1.86
1900	Day's work				. 46++	John'g New'ld shale	15528	.90			1.68
1901	Coryell Const Co	.24			.46	Corning		.81	.62	1.43	
			l	J	1		J	l			

\*1892 contract with pitch omitted from joints for 7-10 of work. †Laid on re-graded macadam without concrete. #1898 contract. \*\*\*Rock. ††Assumed; curb cost 34c f. o. b. Ithaca. #Assumed; expenses not itemized.

These figures have been made up from the records of the paving commission. The prices of excavation per cubic yard, curbing per foot, brick delivered, concrete and laying, and the total for paving only after the excavation has been made and

the curbing set, are contract prices.

The cost of excavation per square yard has been computed by dividing the total cost for the year by the paving yardage. The cost of sundries has been made up in the same way, including only the items which have been charged directly to specific portions of the work, such as stone headers at the junctions of directly to specific portions of the work, such as stone headers at the junctions of cross streets, culverts and drainage pipes, changes of sewers, etc. The salary list and general expenses are not included. In making out frontage assessments the commission has included these at 30 cents per lineal foot of street, beginning in 1898. This for a 30-foot roadway would be one cent a square foot, or 9 cents a square yard, to be added to the total cost given in the table.

The high total cost per yard in 1880 is due in part to the 5 cents increase in the cost of brick, but mainly to the grading of two side hill streets, Eddy and Stewart, with considerable rock cutting on Eddy, which brought the cost of excavation per yard of paving about 25 cents greater than the average for several preceding years.

vation per yard of paving about 20 cents greated.

In 1900 the paving was done by day's work and no classification of the labor account is recorded. The streets were about like those paved in the years preceding 1899, and should have cost about the same for excavation and sundries.

Beginning with 1897 the commission purchased the brick, delivered and piled

upon the streets, under a separate contract.

# SPECIFICATIONS AND CONTRACT.

With the exception of one block, where the brick and sand were laid directly upon a re-graded macadam roadway, in 1896, all the brick have been laid upon a 6-inch concrete base covered with a 2-inch sand cushlon.

The requirements for concrete have been Rosendale cement, mixed dry, one

to two, with clean sharp sand, then wet and the broken stone added without gravel, dirt, or stone dust. The original specifications allowed five parts of broken stone to be added to one of the cement and sand mortar; this was after-

wards changed to four parts, again to two, and finally to an amount no greater than could be used and have the mortar fill the volds.

The earth bed is required to be rolled with a ten-ton roller before placing the concrete; and any filling to be made in 6-inch layers and each rolled. The contractor has the use of the city steam roller at a nominal cost above running

expenses.

The curbing is required to be of Medina sandstone, 20 inches deep and 5 inches thick; dressed 10 inches on the face (afterwards changed to 12 Inches), 10 inches deep in the joints; the length to be at least 36 inches; and each stone to be backed with 6 inches of gravel when set.

The paving to be rammed, using a plank.

The 1892 specifications called for the joints to be filled with pitch. This was changed in 1893 after a portion of the year's work has been completed, and a reduction in cost effected of about 10 cents per yard for the remainder.

A penalty clause of \$20 a day liquidated damages for failure to complete the contract upon time was inserted in the early contracts, but not in the late ones.

A one-year guarantee has been exacted, and 10 per cent retained for the period in order to make good any defective material or workmanship should the contractor fail to do so after due notice.

period in order to make good any defective material or workmanship should the contractor fail to do so after due notice.

In 1894 a five-year guarantee was given that the Newfield brick, which were just coming into use as pavers, would wear as well on Seneca street as the Porter repressed paving brick laid on Cayuga street in 1893 for the five-year period.

Rattler, cross breaking, crushing and absorption tests of the various brick samples submitted have been made from time to time, but only a few of the results are obtainable in the records of the paving commission.

In the later contracts there has been a clause requiring the employment of local labor so far as it could be obtained at 15 cents an hour, until this year when the requirement is made without regard to price.

Under the recent contracts the money collected from frontage assessments does not become due the contractor until the collection has been actually made or the money raised from the sale of bonds. It may thus be several years after the work is completed before the contractor receives full pay for it.

The Ithaca people believe in wide roadways; 30 and 36 feet between curbs are the standards with some as wide as 42 feet. The crown is from 6 to 8 lnches above the gutters, and the cross section an arc of a circle.

above the gutters, and the cross section an arc of a circle.

#### TRAFFIC.

The population of Ithaca, as shown by the last census, is about 13,000. The business portion centers about the two blocks of State street between Cayuga and Aurora streets. The principal roalroad depots are about a mile to the west, and they are connected by three brick paved streets, Buffalo, Seneca and Green, and by State, which has the electric railroad and is paved partly with brick and partly with Medina sandstone. Probably over one-half of the traffic from the depots and from the country to the west and northwest reaches the business center by Seneca street. A considerable portion crosses over to State on Cayuga street, leaving the Seneca street traffic lighter on the east of Cayuga street than on the west or depot side of it. Cayuga street extends north and south at right angles to Seneca and connects at one end with the leading approach from the country to the south and at the other with that from the north and northeast. It is also an important business street.

The heaviest traffic in the city is believed to be in the vicinity of the corner

The heaviest traffic in the city is believed to be in the vicinity of the corner

of State and Cayuga streets.

In order to obtain some idea of this traffic a record was kept by Mr. Charles G. Brown of all the teams passing on Seneca street east of Cayuga, on Cayuga between Seneca and State, and on State east of Cayuga, from 5 a. m., hour by hour, until 10 p. n., for seven successive days, beginning Thursday, July 25, 1901. The classification used by the United States office of public road inquiries has been adopted.

The average daily traffic was distributed as follows:

		Seneca.	Cayuga.	State.
1.	Loaded one-horse wagon	95	231	290
2.	Unloaded one-horse wagon	53	97	108
3.	Loaded two-horse wagon	56	77	79
4.	Unloaded two-horse wagon	88	72	57
5.	Loaded four-horse wagon	0	0	0
6.	Unloaded four-horse wagon	0	1	1
7.	One-horse pleasure vehicle	156	277	266
	Two-horse pleasure vehicle		54	61
9.	Rubber-tired vehicle	18	39	25
10.	Unharnessed horse or shod ox	4	6	5
11.	Excessively heavy vehicle	47	32	32
	Total daily	550	886	924

The night traffic between 10 p. m. and 5 a. m. is very light, but no record

has been taken of its amount.

It may be noted in this connection that Mr. Brown, in order to see if the bicycle traffic had nearly disappeared, recorded the number passing on Cayuga street, Tuesday, July 30. He found 1,380 as compared with 961 other vehicles, or 43 per cent more bicycle traffic than all the other roadway traffic combined, on the basis of the number of vehicles.

# DURABILITY.

This Cayuga street block, between Seneca and State, was paved in 1892 with Porter repressed brick by Costello & Neagre, and it has been in use about nine years. The average daily traffic for the nine years has probably been less than

for the recorded week in July, or less than 886.

The wear of a brick pavement begins at the corners of the brick, widening the joints by wear and chipping; if the brick are brittle some of them will break in halves, while large pieces will break from the ends and corners of others; next there is unequal settlement over ditches and other filled or soft spots; afterwards the upper surfaces begin to wear flat, diminishing the thickness of the joints; this wear is more or less in spots, due to soft brick or to the concentration of more these depressions are localized, the rougher the pavement and the heavier blows on account of roughness and large end joints, or to both causes. The the blows delivered to it by the wheels and the more rapid the wear, until finally the pavement becomes too rough for use or the thinnest routings back are the pavement becomes too rough for use or the thinnest portions break up.

At just what stage renewal will be made in a given case is difficult to predict, as it will depend upon the importance of the street, the feeling of poverty or wealth prevailing at the time, and the attitude towards cleanliness and proper

sanitation.

With these preliminary remarks, it may be stated that the chipping of the ners and the local settlement are both small on this Cayuga street block. There were twenty-two bricks with broken corners noted in walking once along the center of the roadway for the length of 200 feet. Some 5 per cent of the bricks have considerable top wear, with a few depressions cut from one-half to three-fourths of an inch deep. The joints along the central portion average about one-balf inch deep. half inch.

Considering the location with reference to the business center, it is believed that this pavement will be renewed by the time the total traffic has been doubled, or that the pavement is about one-half worn out.

The adjacent blocks on Cayuga street, both north and south, were paved in 1893 by the same contractors and with the same brand of brick, but with sand filler rather than asphalt joints except for a portion of the adjacent block on the south.

The portion to the north has larger joints, more local settlement, and more chipped and broken bricks, but less top wear. On the first 200 feet there were some fifty bricks broken in the center.

On the first block south there are but few broken or chipped bricks, the surface is fairly smooth, the wear small, and the local settlement not great.

The traffic is probably less than on the block between State and Seneca but greater than on the block north of Seneca. The total traffic will probably be made then double before this payment will be replaced.

more than double before this pavement will be replaced.

Two other blocks were paved in 1892 by the same contractors and with the same brand of brick: State street, east of Aurora, and Aurora south of State, both at the southeastern limits of the business center and on thoroughfares to

the adjacent country.

Both of these blocks have been dug over considerably in laying sewer and water pipes, but they are in better condition than the State-Seneea street block on Cayuga street. The west end of the State street block is beginning to show the characteristic top wear of soft brick, and to become correspondingly rough, but the condition has not become general. Over the electric railroad the settlement between the ties has made the pavement very rough. The traffic is probably considerably lighter than on State street at Cayuga, but not so light as on Aurora street block.

In 1894 Seneca street was paved by Campbell & Wood from Aurora street to Plain, under a contract for Newfield brick which was afterwards modified to allow the purchase of other brick in part.

On the block having the daily traffic of 550 there were 80 broken brick noted in walking once over the block, a distance of about 530 feet. The tops are worn in places one-third to one-half an inch deep, making general depressions as well as local ones and a rough street in sections. There are considerable local settlements.

On the block to the east of this the top wear on the soft brick is from one-half to three-fourths of an inch, while there are holes two luches deep due to wear

and settlement. The brick are not badly broken.

The joints on both these blocks are small.

It is believed that the first block, Cayuga-Tioga, is over one-half worn out, and that the second block, Tioga-Aurora, is about two-thirds worn out.

On the portion west of Cayuga street, extending to Plain street, it is believed

that the pavement is not quite half worn out.

In the payement is not quite half worn out.

In 1895 Canton paying blocks, showing 3 by 9 inches, with rounded corners, were laid on two blocks on Green street, and in 1896 Canton blocks showing 3½ by 8 inches, were laid on several blocks on State street. They are giving good service except that broken ends are quite noticeable in riding over the street. The brick laid on Aurora street in 1896 upon the re-graded macadam roadbed without concrete is preserving as good a surface, so far as settlement and wear are concerned, as any of the brick payements.

Some of the standing places for horses show serious chinning of the corners

Some of the standing places for horses show serious chipping of the corners of the bricks, making wide joints, but with little top wear.

A portion of the brick pavement laid on Aurora street in 1892 was on a 10 per cent grade. This was quite slippery at first, but complaint soon disappeared.

Grades of about 9 per cent were used on the Eddy street pavement in 1899, and

this takes most of the heavy teaming to the University.

In closing it may be said that: The experience with brick paving in Ithaca extends over a period of nine years. During that time the cost of the concrete, sand and brick in place, has gradually been reduced from \$2.44 per square yard sand and order in place, has gradually been reduced from \$2.44 per square yard in 1892, to \$1.48 in 1901. The total cost outside of the general expenses estimated by the commission for several consecutive years at 30 cents per lineal foot of street, has been reduced from \$2.65 in 1892 to \$1.53 in 1899; the price for the bulk of the work in 1899 being higher on account of rock work, excavations and a slight raise in the cost of bricks, and in 1900 on account of the work being done but the city. done by the city.

These reductions in cost have been effected under practically the same specifications, with the exception of the pitch or asphalt joints which reduced the price

10 cents per square yard.

On the heaviest traffic streets of a town of 13,000 inhabitants, only a small proportion of the pavement is one-half worn out with from seven to nine years service.

Good results have been obtained upon re-graded macadam without concrete. Brick can be used up to 9 per cent grades with no difficulty except in frosty

or icy weather.

Mayor Smyth-Are there any questions you desire to ask Prof. Crandall?

Alderman Schoonover, Trenton, N. J.-I would like to ask what difference they have observed in the chipping of the brick, the brick not being grouted with asphalt.

Prof. Crandall—We have had no experience with cement filled joints The asphalt joints were chipped about the same as the sand joints, first the joints widening, the same as with sand filler.

Alderman Schoonover-We have a very long brick paved street in Trenton, which has been paved now for about five years. begins to show some wear on the surface, but there is practically no chipping, and I have observed that where repairs have been made and the cement has been of an inferior character that there the chipping is very noticeable. The character of the pavement, so far as I have been' able to watch it and look after it, is that where the cement has been of the very best quality and properly put in, the brick is wearing with a smooth surface and scarcely any chipping can be seen anywhere.

Mayor Hayes, Baltimore, Md.-What is the difference in cost per yard of brick pavement when the city does it by day labor, as compared with the cost when done by contract labor, for the whole, concrete, sand covering and brick? .

Prof. Crandall—We have had only one year's experience with brick, that is with day's labor. The total cost was \$1.86, while for several years preceding, it has been about \$1.54 or \$1.53, along there.

Mayor Hayes-Is that day labor or contract?

Prof. Crandall-\$1.86 is day labor.

Mayor Hayes-The difference, then, between the \$1.86 and \$1.54 is about the difference between the two characters of labor?

Prof. Crandall—We have a new state law which went into effect in 1900 requiring an eight hour day, so that part of this difference would be due to that.

Alderman Schoonover-Is it slippery, or does the wear of the brick stop the slipperiness?

Prof. Crandall—The wear stops the slipperiness.

Mayor Hayes—What is the maximum grade at which you can lay brick pavement?

Prof. Crandall—We have a nine per cent grade on quite a long section.

Mayor Hine, Poughkeepsie, N. Y.—I would like to ask the professor about the noise. Is there very much roar to your pavement? We have some in Poughkeepsie, and it is very noisy, especially the residence streets,, and has given us quite a good deal of annoyance.

Prof. Crandall—I have never noticed that on our brick payement.

Alderman Graves, Bridgeport, Conn.—What has been your rule as to how long you have kept your streets closed after paving, before you open them up to traffic?

Prof. Crandall—I should think ten days to two weeks. I have never had charge of any of the brick pavements.

Alderman Graves-After the street was completed?

Prof. Crandall-Yes. They are kept closed for a time.

Alderman Graves—How much traffic is there on the streets that you speak of, where the brick were laid on top of macadam, heavy traffic or light?

Prof. Crandall-There would probably be about 400 teams a day.

Alderman Graves-Of a heavy nature or light?

Prof. Crandall-Not as heavy as on these other streets.

Mayor Smyth—The other two gentlemen whose papers are down for this afternoon not being present. I am going to take the liberty of bringing before this convention a matter which is not on the program, but which, I trust will be interesting to you all. For four years it has been my good fortune to attend the conventions of this League, visiting Detroit four years ago as a doubting Thomas, with the authority from my council to join the League if I thought best. Those of you who were present will remember that on the second day I got up and stated the fact that I was thoroughly convinced of its usefulness and asked that we be entered at once upon the roll of the League of American Municipalities. That conviction has increased at every successive meeting I have attended.

Now the city which I have the honor to represent at this convention, and of which I am the mayor, has a very grateful feeling towards this League and it occupies a very warm place in its heart. You were kind enough two years ago at Syracuse to consider the claims of Charleston, S. C., for the meeting in 1900, and we had the pleasure of welcoming you there last December. We can never forget the instruction which we derived at your hands while in our city. We were about to go before congress and ask for an appropriation for the South Carolina Inter-State and West Indian Exposition, which we propose holding in next December, and this League unanimously endorsed that petition of Charleston to the congress of the United States, not alone did it as a body, but various members of this League afterward used their influence, to my knowledge, and urged their senators and congressmen to support that appropriation. For this we are doubly grateful. But you know how it has been. We did not get the appropriation, and the only reason and the only apology I have for appearing before you now is because the speaker of the house, the Hon. Mr. Henderson, stated as one reason why congress should not make this appropriation, that it was only a county fair. That is what the newspapers gave as his statement. Now I ask your permission to read you something about this exposition, and then to leave the matter in your hands.

The South Carolina Inter-State and West Indian Exposition Company was char tered by the state of South Carolina, with capital stock of \$250,000 and available resources of \$1,250,000.

The principal exposition buildings are eleven in number; the cotton palace, the palaces of commerce and agriculture, the minerals and forestry building, the administration, auditorium, woman's, art, negro, transportation and machinery bnildings.

The exposition grounds cover 160 acres, and are within easy reach of the business part of the city by steam railroads, by electric cars and by steamboats and

steamships

The exposition grounds have 2,000 feet frontage on Ashley river.

The court of palaces around which the main exposition buildings are grouped contains 1,650,000 square feet of space, a larger area than that covered by any other exposition ever held in this country. Twenty-two acres of the exposition grounds have been set apart for the Midway attractions. The three railroad systems in Charlesto n will have a union passenger station at the exposition grounds.

The live stock department of the exposition is under the management of George F. Westen, of the Vanderbilt stock farms. Twenty-seven thousand delars in premiums have been provided for exhibitors of cattle and horses. Ample provision has been made for the government exhibit from Washington, more than thirty thousand feet square of space being available for this purpose in the beautiful colonnades connecting the main exposition building around the court of palaces. The state and city buildings will be erected by South Carolina, Maryland, Pennsylvania. Philadelphia, New York, and Illinois.

The South Carolina building will cost over \$20 (00), the state having appropriated.

Pennsylvania. Philadelphia, New York, and Illinois.

The South Carolina building will cost over \$30,000, the state having appropriated \$50,000 for the building and state exhibit. The Maryland building and exhibit will cost about \$32,000, the Maryland legislature having appropriated \$25,000 for representation at Buffalo and Charleston, and the merchants and manufacturers of Baltimore having supplemented these funds so that more than \$30,000 will be available for the exposition at Charleston. The state of Pennsylvania has appropriated \$35,000 for a building and exhibit from that state. The state of New York has appropriated \$15,000 for a state building. The city of Philadelphia has appropriated \$35,000 for a city building which shall contain the most valuable, historic and art treasures of that city. The state of Illinois has appropriated \$25,000 for a state building and state exhibit.

appropriated \$35,000 for a city building which shall contain the most valuable, historic and art treasures of that city. The state of Illinois has appropriated \$25,000 for a state building and state exhibit. The cotton palace, the commerce palace, the colonnades, the administration building, the auditorium, the woman's building, the art building, the machinery and transportation buildings, minerals and forestry buildings, the negro building and the Maryland have either been completed or are well advanced in construction. The sites for the Philadelphia building, the New York building, the Illinois building and the Pennsylvania building have all been selected and the work of construction will begin without delay, the contracts for all these structures having been awarded. The Louisiana Purchase Exposition Company, under whose management the World's Fair at St. Louis will be given in 1903, have prepared their plans for erecting a special building on the exposition grounds here at a cost of not less than \$10,000. North Carolina has engaged space for a complete exhibit of the resources of that state at Charleston, which would cost, if originally prepared for this exposition, from \$75,000 to \$100,000.

The state of Georgia has engaged 4,500 square feet of space and likewise the state of Louisiana. Missouri has asked for about 5,000 square feet of space for its exhibit, and collective state exhibits will be made by Alabama, Washington, Oregon, Tennessee and by the New England States. Special attention will be given to complete representative exhibits from Cuba, Puerto Rico, the special commissioners of the exposition company having been at work with this object in view in these islands for the last six months. In addition to the general government exhibits which will be made in the colonnades of the court of palaces, a special fisheries exhibit will be made in the colonnades of the court of palaces, a special fisheries exhibit will be made in the colonnades of the court of palaces, a special fisheries exhibit will be

for that purpose on Lake Juanita. Arrangements have been made for for that purpose on lake Juanita. Arrangements have been made for at least six restaurants on the exposition grounds, all of which will be served with beer and light wines under special arrangement made with the state board of control. The textile department of the exposition will be under the management of Mr. D. A. Tompkins, of Charlotte, N. C., the well-known cotton mill expert, and will be the most complete that has ever been held in the south or in this country.

So much, gentlemen, to answer the statement that the exposition of Charleston will be simply a county fair. Now I just want to say one word more, and that is, that the time being fixed from the first of December to the first of May affords an opportunity to any of you who are close enough, like you were when in Charleston last December, to visit the exposition. We will be glad to have you come to Charleston

any time between the first of December and the first of May and give us the pleasure of your company. I do not want you to put us in the position of the old darky down in our state who had a case that he was very anxious to have tried in court. He did not want a young lawyer, he wanted a prominent lawyer to take his case, and after a great deal of persuasion and argument one of these lawyers said, "Well, I will take your case, Sam, but I will take it on a contingent fee." Now Sam didn't know what a contingent fee was, so he went down the stairs saying, "Well, he take my case, he take my case." Just as he got down out of the office, a Charleston darky met him and asked the reason for his being in the city. He explained the reason, and the Charleston negro was very much astonished that this lawyer would take so petty a case, and asked how it was. "He take him on a contingent fee," was the reply. "You know what a contingent fee is," asked the Charleston darky. "No." said the old darky, "what is it." "Now this is what a contingent fee is. If the lawyer lose the case you don't get nothing. If he win the case, you don't get nothing." Now, between these two expositions of Buffalo on the one side and St. Louis on the other, Charleston "don't want to get nothing."

Mayor Smyth—The next paper on the program is the "Development of Bituminous Pavements, Embracing the use of Coal Tar and Asphalt in Street Work," by Mr. Fred. J. Warren, of Boston, Mass., whom I have the pleasure of presenting to this convention.

# THE DEVELOPMENT OF BITUMINOUS PAVEMENTS, EMBRACING THE USE OF COAL TAR AND ASPHALT IN STREET WORK.

All forms of bituminous pavements, whether manufactured from natural or artificial asphalt, are in fact artificial stone pavements. The industry started with the use of natural rock asphalt from the mines in the Val de Travers, Canton Neufchatel. Switzerland. The mines were discovered in 1721, but it was in 1849 that its utility as a road covering was first noticed.

The rock was then being mined for the purpose of extracting the bitumen contained in it for its use in medicine and the arts. It is a lime stone found impregnated with bitumen, of which it yields on analysis from eight to fourteen per cent

impregnated with bitumen, of which it yields on analysis from eight to fourteen per cent.

It was observed that pieces of rock which fell from a wagon were crushed by the wheels, and under the combined influence of the traffic and heat of the sun a good road surface was produced. A macadam road of asphalt rock was then made, and gave very good results, and finally in 1854 a portion of the Rue Bergere was laid in Paris of compressed asphalt on a concrete foundation. In 1858 a still larger sample was laid, and from that time it has been laid year by year in Paris. From Paris it extended to London, being laid on Threadneedle street in 1869 and Cheapside in 1870, and in successive years on other streets, It has also been extensively used in Berlin and other cities on the continent. The very fine texture of the stone which is impregnated with bitumen leaves a surface which is objectionably smooth, and the principal objection which is found in the use of the rock asphalt in European cities is its slipperiness.

The early success of the asphalt pavement in European cities led American contractors to seek the manufacture of an artificial asphalt which would have similar qualities, and the first idea was to utilize the tar produced at the gas works which was then almost without value. The result was about twelve to fifteen different compounds, varying only in detail, and all essentially composed of tar or coal tar pitch and sand, forming an artificial sandstone. Large quantities of these pavements were laid in Washington and other cities between 1870 and 1874, the stone pavements on Fifth avenue, New York, being surfaced in this manner.

A large number of cities, especially in New England, use this artificial mixture successfully on sidewalks, and the coal tar sidewalks continues to be in greater use in Massachusetts than all other forms combined.

use in Massachusetts than all other forms combined.

The result on street work was a general failure, and the impression has since generally prevailed that coal tar or its products are entirely unsuitable for roadway construction. The work was done at ridiculously low prices by contractors who had no previous familiarity with the construction of bituminous pavements or incentive to improve—and in fact, at the time the pavements were laid no one in this country or Europe had any accurate knowledge of the requirements necessary to produce good work. A few of these pavements, however, are

in use today, even on roadways, and have been in use longer than any asphalt

pavement in existence in this country or in Europe.

I think all failures can be traced to the use of inferior grades of coal tar and improper methods of preparing the cement, and the use of improper sand in the

wrong proportions.

The early failure of the artificial asphalt pavements put them almost entirely The early failure of the artificial asphalt pavements but them almost entirely out of use in roadway construction. A German chemist, Prof. De Smedt, had secured a patent on a formula for making a bituminous surface using natural asphalt as a cementing material. Experiments were made with Mexican, Cuban and Trinidad asphalt, the so-called Albertite, Gilsonite, and other bitumeus found in this country were also tried but generally without success.

Small samples of the Trinidad Lake asphalt pavements were laid in Newark, New Jersey, and New York city in 1870 and 1873 respectively, but it was not until 1876 that a pavement was laid on a large scale.

1876 that a pavement was laid on a large scale.

Chemists generally knew that there were physical properties in asphalt which made it impossible for them by any chemical test to determine the devability or utility of any given asphait, and no city could be induced to adopt this form of pavement until from actual test it had stood in Fifth avenue in New York with an

average daily traffic of 13,000 vehicles for several years. In 1876 Pennsylvania avenue in Washington was in an almost impassable condition, being covered with rotten wooden pavement. Congress directed its repaving and appointed a commission consisting of Gen. H. G. Wright and Q. A. Gilmore, of the corps of engineers, and Edward Clark, arehitect, to have supervision of the work. The terms of the law directed them to lay the best known pavements. They advertised for proposals, making no restrictions as to materials. received forty-one proposals for every variety of stone, wood, macadam and bituminous pavements. Out of them all the commission selected two and laid these respectively on two-fifths and three-fifths of the avenue. These were the natural

rock asphalt from Neufchatel, and the Trinidad Lake asphalt mixture.

Both pavements were completed in the spring of 1877. The Neufchatel pavement lived a life of about ten years, while the Trinidad Lake mixture was not

re-surfaced until 1890.

After 1878, under the present permanent form of government, the asphalt pavement has become the recognized pavement of Washington. It has spread from Washington to many other American citics, Buffalo, New York, taking the lead with something over three hundred linear miles, and with Philadelphia and New York city laying large quantities each year.

Many other forms of asphalt have from time to time come on the market and have been laid with more or less success. The physical differences which existed in the new varieties of asphalt made it processary for their promoters to develop

in the new varieties of asphalt made it necessary for their promoters to develop new formulae, and to endure many poor pavements laid during experimental stages and under close competition.

Some of the new varieties are undoubtedly inferior to the Trinidad, while others

give every indication of developing into more superior pavements.

It seems to be a fact that the early asphalt pavements caused as much annoy-

ance to the promoters as did the early coal tar pavements, but they were generally laid at a good margin of profit, under a guarantee system which justified and encouraged the most careful of methods and immediate repairs of defects, and considering the complications presented in the manufacture of the bituminous sur-

face, it is to the credit of the established paving companies that they have succeeded in laying asphalt pavements so satisfactorily.

The business has developed during the past twenty years from one of insignificant proportions to an industry carried on in about one hundred and twenty cities in the United States. There has not been time to develop an organization sufficient properties of the companies of the c ciently expert to always accomplish success, and the commercial end of the business has required so much of the energy of those embarked in it that it has been very difficult to give the proper amount of attention to the scientific development, and it can be expected that during years to come the manufacture of bituminous pavements will be so perfected that nothing better can be wished for.

Year by year greater uniformity has been accomplished, taking the industry as a whole, and the average cost of maintenance has been largely reduced on pav-

ments laid in recent years over the earlier pavements at the same age.

As late as 1885 some of the pavements laid by the most experienced companies were complete failures when first laid and the cost of repairs during the first five years sometimes amounted to twice the original cost of construction of the wearing surface, while the average cost of maintenance of the most experienced companies for pavenients laid since 1890 will hardly average 5 per cent of first cost of surface during the first five years, and the pavements are frequently in perfect condition without repair at the end of that period.

When it is considered that slight variation from the proper proportions of ingredients brings about disastrous consequences the improvements are quite

remarkable.

remarkable.

In 1885 no one knew what consistency of bituminous cement should be used, and many failures occurred from the cement being tempered too soft, when the surface would slide. Many others occurred from the cement being tempered too hard, when the surface would crack and wear off, and until 1890 there was no accurate method of determining or recording the softness of the cement.

Probably the greatest failures were due to improper selection of the sand or mineral grain. Sands which are very different on careful analysis are so closely earlier in appearance that the most expert eye could not detect it

alike in appearance that the most expert eye could not detect it.

There was no record kept of the nature of the sand until recent years, almost

any sand being considered suitable.

All forms of bitumen are subject to decomposition, evaporation or oxidization on exposure. The change is slow in bulk, and a noticeable change in bulk may take centuries

The bitumen is used to surround the grains of mineral matter so as to cement

them together.

In the Richardson patent formula, used later in the Trinidad Lake pavement. the mineral grain is so fine that the aggregate surface of the grains to be coated approximates one thousand square inches to each cubic inch of the wearing surface, and the coating of bitumen around each grain is about one four-thousandth of an inch in thickness.

If the sand is not of such graded sizes that the voids are approximately filled by the bitumen used, then on exposure in such minute particles early failure is quite certain, on account of evaporation and decomposition.

A slight variation in the size of the grains makes a great difference in the area of grains to be coated with bitumen and in return in the thickness of the coating, when a given proportion of bitumen is used, and consequently upon the length of time which it would take to change its physical condition on exposure.

So great is the difference that a given bulk of sand of an even size passing a No. 200 screen contains about thirty times as much surface to be coated as does the same bulk standing between a No. 10 and No. 20 screen, and about one thousand times as much surface to be coated as does the same bulk of grain passing a two-inch screen and standing on a one-inch screen.

In the effort to duplicate the Neufchatel pavement the entire development and

practice has been to exclude from the bituminous mixture all mineral grains coarser

than about one-twentieth of an inch in diameter.

A form of bituminous roadway known as tar macadam has been used in England with very variable results for more than thirty years, and also in a few American cities.

The process employed is defective in principle and does not accomplish uni-

formity.

I feel that there is little permanent merit in the use of crude tar in coating stone of even size and with an effort to roll the sizes together.

The very life of the bitumen depends upon its proper selection, preparation and

use in certain proportions with a deuse mineral mixture.

Considerable investigation has convinced me that both practices are wrong and that the future development of bituminous pavements will be along the line of using a coarser mineral aggregate than is used in the asphalt pavement and more modern methods than employed in tar macadam.

The advantages of a coarse grain are:

1. The coarse grain gives rigidity in itself not acquired by fine grains, and also gives a surface that will not wear slippery.

2. It is therefore possible to use a softer eement, which will have longer life.
3. A heavier coating will be secured around each grain which will tend to increase life of bitumen if exposed.

The voids can be greatly reduced, thereby avoiding exposure of bitumen in

minute particles.

Lower temperatures can be used in mixing and consequent saving in fuel 5. and labor.

6. Less danger of injuring the bitumen by overheating in process of making cement or mastic.

The mixture to be used in any particular piece of work should always be determined by experts who will recognize the conditions present and the special treatment necessary, as the complications are many. Under proper instruction failures would be reduced to a minimum.

A pavement constructed on above principles would be a bituminous concrete pavement as distinguished from the bituminous mortar surface of the asphalt

pavement.

Owing to the nature of the mixture I think the best forms of coal tar properly treated will furnish the best form of bituminous cement for such a pavement. The coarse stone used should be the hardest procurable, and I can see no reason why under proper development the bituminous cement will not bind the mineral matter together until the stone will wear out under moderate traffic.

I should not advise placing such a pavement on the heaviest traveled streets of large cities at the start. It would be best to develop perfection under more mod-

erate usage.

I mink the term bituminous macadam is a suitable name for such a pavement, as it contains all the good points of a first-class macadam road, with durability and cleanliness added, and owing to the coarse grain it is not as slippery as and cleaniness added, and owing to the coarse grain it is not as slippery as other forms of bituminous pavements.

An equipment of \$3,000 to \$4,000 in machinery would be sufficient to lay 800 to 1,000 square yards per day of bituminous macadam, and municipalities under proper supervision could do the work themselves much cheaper than by contract.

The largest sample of prevents laid on this plan is in the enterprising city of

The largest sample of pavement laid on this plan is in the enterprising city of New Bedford, Massachusetts, where your worthy vice-president is considering municipal ownership of a bituminous macadam plant in connection with one of the best equipped city yards in this country.

Massachusetts, has also borrowed a plant to construct 5,000 yards or Lowell.

more, and Holyoke, Massachusetts, has tried a block and seems well pleased.

The city of Pawtucket, Rhode Island, was the first eastern city in recent years to try the use of tar on her streets, and has recently had a sample of bituminous macadam laid on above plan. Mr. Carpenter, the city engineer, was not satisfied with the lack of uniformity or life of his first work, but he accomplished better results than others who have experimented on their own account.

In addition to these payements already lald, investigations along the same lines are being followed by cities all over the country and while I have been convinced that the present methods of paying are open to decided Improvement, it is surprising that such radical departures should have met with such a general response, showing that the public are not satisfied with any pavement yet devised.

It is not to be expected that perfection will be secured at once, but the additional knowledge being acquired by the present method of recording conditions gives encouragement to the belief that, in the future, bituminous concrete or mortar analysis of streets and reads then pavements will come nearer filling the needs on all classes of streets and roads than any other form of pavement yet devised.

Mayor Smyth-Mr. Warren will be glad to answer any question.

Mayor Parkhurst, Gloversville, N. Y .- What is the cost of the pavement?

Mr. Warren-Under the contract system, I would think the average cost would be in the neighborhood of \$2.00 a yard. I think if municipalities undertook to equip plants themselves, they would save a good deal, and it could be laid for about \$1.25 complete, including grading and foundation.

Mayor Parkhurst—That is on broken stone foundation.

Mr. Warren-Yes.

Mr. Crandall, New York City—May I say just a word? order, I would like to move that the League of American Municipalities accept the invitation so generously given by the chair to attend the exposition next December. If it is in order, I would like to make that motion.

Mayor Johnson, Jamestown-I would like to ask the privilege of the floor for a few moments for our assistant attorney, Mr. Frank Mott.

Mr. Mott-I have simply been asked to second the motion which has been made by the gentleman from New York. I am sure that the men from this city and from other cities who were in Charleston a year ago are very anxious that all other persons may enjoy the hospitality of that delightful city and delightful state. It was a great surprise to many of the younger men especially those who went from this locality who had some of the prejudices imbibed from years ago. They came back feeling that the sentiment of Abram unto Lot ought to be the sentiment of every American in both sections of the country,—the sentiment that our herdmen and our people are brethren,—and they got a finer instruction in American citizenship than from any other experience they had ever had. When we were in Charleston harbor the seat of civil strife years ago we said in our hearts, "There will be no more strife between me and thee and between thy people and my people and thy herdmen and my herdmen." It is largely because of the instruction received from that trip; it is largely because of the hospitality extended to our delegates by the distinguished mayor, who is the chairman of this gathering, that I have great honor and great pleasure in seconding the motion made by the gentleman from New York.

Mayor Morgan, Georgetown, S. C.—I am a little out of order in rising at this time, after the motion has been made to accept the invitation which has been extended, but as a South Carolinian and as mayor of one of the South Carolina cities, I heartily join the mayor of Charleston in extending the invitation, not only to those who are assembled here, but to their families and their friends. Charleston has been called the city of magnificient disasters, but despite war and fire and flood and earthquake, it stands today the metropolis of South Carolina and a monument to the faith and the enterprise of its citizens.

Mayor Smyth-If there are no other remarks, the vote will be on the motion of Mr. Crandall, of New York. And I hope, gentlemen, if you accept, it will not be merely a formal acceptance, but one that you will carry out. The motion carried unanimously.

A communication was read from Jamestown Lodge No. 263 B. O. P. Elks, extending an invitation to the convention to attend a social session of the lodge to be held Thursday evening. The invitation was accepted.

Mayor Smyth-The next paper is on "Local Self Government for Cities." by Prof. Frank Parsons, of Boston, Prof. Parsons is not present, but his paper is here and will be read by Secretary MacVicar, and the Hon. James M. Head, of Nashville, will lead in the discussion.

The following telegram was read:

Mt. Holly, N. J., August 21.

Hon. John MacVicar,

Secretary League American Municipalities.

Printers' delay and Europe make Jamestown impossible for me. Regretfully, Frank Parsons.

#### SELF-GOVERNMENT FOR CITIES.

Cities, like women, have only homoeopathic rights in most of our states. This may explain perhaps why we call a city "she," though there are other reasons for thinking of cities as feminine, for men fall in love with them, are lured and captured, ennobled and debased, courted and jilted by them. At common law there are three sorts of creatures without any rights, namely, wild beasts, outlaws and municipalities. Any citizen may take the life of the former and any legislature may take the life of the latter. In the language of our law a city is "a creature of the legislature." Cities must get permission to move, or even to exist as municipal bodies. The legislature gives them such powers as it pleases, abridges at will or annuls their privileges, may even divide them or consolidate two or more of them into one without their assent, attach a condition to their continued existence, or abolish them completely. Imagine congress passing an act to annex Rhode Island to Connecticut, or divide New York state, or declare that Illinois shall no longer be a state. Yet such an act enforced without the assent of the states affected would be an apt parallel to the arbitrary powers possessed and exercised by many of our legislatures in respect to cities. of our legislatures in respect to cities.

of our legislatures in respect to cities.

A few of our states have given cities something like a reasonable control over their own internal affairs, and in most of our states the actual practice of the legislature is to allow the municipalities a considerable degree of liberty. These privileges, however, are held, not as rights, but at the pleasure of the legislature, whose arbitrary power is too often used to the serious detriment of municipal progress and good government. The importance of municipal government in this country may be realized from the fact that there are only three states, Illinois, New York and Pennsylvania, that have so large a population as the city of New York; twenty-nine states have less population than Chleago, and fifteen states are smaller than Boston. The problem of municipal government is the most important of the political problems of our time, and municipal liberty is one of the keys to its solution.

solution.

A few years ago the Boston common council voted unanimously in favor of establishing a municipal electric light plant, but the city was powerless to act without permission of the legislature and the legislature was controlled by the electric out permission of the legislature and the legislature was controlled by the electric light companies, so that the city could not get permission even to light its own streets. A little later Boston desired to run an electric wire between two of her own city buildings. There was a dynamo in the city hall and if a wire could be run from this dynamo under a little fifty-foot alley to the old court house, the electric lights in the latter could be supplied with current from the city hall dynamo, so saving to the city a large part of the price paid to private companies for lights in the court house, but the electric companies blocked the way in the legislature and the city could not get permission even to run a wire between two of islature and the city could not get permission even to run a wire between two of its own buildings.

Detroit has had a sad experience under this principle of municipal subjection. The effort to establish a municipal system of street railways failed because the city was denied the right to act according to its pleasure in this matter of local business, the denial in this case being based on what was, as I believe, a misinter-

pretation of a constitutional provision intended to prevent the state from going into the steam railroad business. Recently Detroit has suffered again through the into the steam railroad business. Recently Detroit has sincred again through the interference of the legislature in her internal affairs and great indignation has been aronsed throughout the city, but as far as I know, no adequate steps have been taken to go to the root of the matter and secure a constitutional provision which will guarantee to Detroit, and to all the other cities and towns of the state, a reasonable degree of municipal sovereignty, or power to control their own local business affairs free of interference by any legislature.

business affairs free of interference by any legislature.

The city should have the right to keep house for itself in its own way. It is no more just or sensible to require the city to consult the representatives of all the other cities and towns in the state and get their permission when it desires to make a change in some local matter, than it would be to require Mrs. Jones to get the consent of all the other ladies in her city whenever she desired to scrub her floors, or change the paper on her walls.

In 1870 the legislature of Pennsylvania arrived at the conclusion that Philadelphia should have a new city hall, so it passed an act to that effect, naming certain gentlemen as commissioners to erect the building, with absolute power to create debts for that purpose, and require the levy of taxes on the city for their

create debts for that purpose, and require the levy of taxes on the city for their payment. The act was held constitutional, and for about a quarter of a century the people of Philadelphia have been paying enormous sums, millions more than the buildings were fairly worth, for work they did not authorize, and over which they have no control, although it consisted simply of the construction of municipal buildings for their own city—a remarkable example of the intense paternalism (to use the mildest word that suggests itself) to which the law subjects municipalities. It would be deemed a very strange thing for the legislature to say to an individual citizen: "Mr. Smith, your old brick house is getting a trifle small for you and your servants, and isn't very handsome anyway; you are able to build a palattal marble dwelling, and I guess we'd better have it done. I'll plan the thing, and see it constructed to snit my taste, and you can pay for it, as you are the one who will have to live in it." The courts would not allow the legislature to act in this way toward a single individual, but a million individuals who constitute a city must be left, in such a case, entirely at the legislative mercy.

Recently Philadelphia has had another serious encounter with this doctrine of

municipal infancy, or infamy, whichever way you think best to put It. influence of the Quay machine the legislature granted a ring of conspirators val-uable street railway franchises in Philadelphia and the clty councils and the mayor endorsed the bills. John Wanamaker offered two millions and a half, and later three millions of dollars, for these franchises, but in spite of this they were given to the Quay conspirators without a dollar of compensation to the city, and without the

quay conspirators without a donar of compensation to the city, and without the slightest power in the people of the city to affirm or disaffirm the contract.

The charter of a private corporation is held to be a contract protected by the federal constitution, but the charter of a city is held not to be a contract and is not protected by the national constitution. So a franchise granted by the legislature to a city or town is not a contract, but a franchise granted to a private corporation is a contract. A franchise to a stabilish own and appared formics water lature to a crity of town is not a contract, but a franchise granted to a private corporation is a contract. A franchise to establish, own and operate ferries, water works, gas works, electric plants, street railways, etc., is a franchise if granted to an association of stockholders constituting a private corporation, but is not a franchise if granted to an association of individuals constituting a city, and in the latter case is not protected by the constitution, or anything else, but may be taken without compensation at the pleasure of the legislature.

# CONSEQUENCES OF UNDUE MUNICIPAL DEPENDENCE.

This municipal subjection constitutes one of the principal reasons for the mismanagement of our cities, the corruption of our legislatures and the lack of iocal patriotism among our people.

The present condition of municipal law results in:

A chaotic mass of legislation and decisions, mighty in bulk, complexity and conflict of opinion, but weak in the definite simplicity, uniform interpretation, and steady harmony with fundamental principles that characterize the perfect law.

2. An eternal running to the legislature for special legislation.

Turning to a pile of notes on special laws, the first sheets I pick up contain a list of twenty acts passed by the Virginia legislature in one year to authorize the building of wharves by persons named in the acts. Here are a few specimens. They are substantially all alike:

Major W. Pilchard to erect a wharf at Greenbackville. C. W. Warner allowed to erect a wharf. Tomlin Braxton to erect a wharf in King William.

R. H. Atkerson to erect a wharf on Chuckatuck Creek, etc.

Taking another random handful of papers, I find a mass of local laws enacted in Massachusetts in 1896, 1897 and 1898. Look in the index of any Massachusetts blue book under the titles of "Cities" and "Towns" and you will find materials enough pook under the titles of "Cities" and "Towns" and you will ind materials enough for a lengthy sermon on special legislation. In 1896 there were forty-nine special acts relating to street railways in five cities and forty-four towns, and twenty-five acts about water, eight relating to cities and seventeen to towns. Those are only two items. In 1897 there were 130 entries under "Cities." only seven of them general laws. In 1898 there were 255 entries under "Cities" and "Towns" and only eighteen of them referred to general laws. Here are a few examples of what Massachusetts and do in the way of special legislation. Massachusetts can do in the way of special legislation:

Belchertown may accept a certain bequest.

North Adams Hospital may establish a school for training nurses. Beverly, draw in Essex bridge may be re-located. Boston, Aberdeen street may be laid out and occupied as a public highway. Boston may accept legacy of John L. Randidge.

Boston may pay a sum of money to widow of John (several such acts). Boston, sale of old public library building.

Regardown, taking of eels in oyster pond in, water supply for.

New Bedford, board of public works of, may elect a clerk.

Somerville, appointment of certain members of fire department in.

Wayland, bridge in, may be removed.

Orange, and Orange & E. Street Rallway may construct its railway in.

These are from 1897. A few from the long lists of 1898 will show that the qual-

ity is about the same from year to year.

Boston, to change the name of Penitent Female Refuge.

Boston, relative to Bennington street in. Boston, widening of Rutherford avenue.

Boston, relative to alleys in.

Boston, may finish the construction of its public parks. Falmouth, water supply for (a number of such laws).

Salem, appointment of assistant assessors in. Taunton, custody of shade trees in.

West Newbury, may appropriate money for constructing a wharf.

In the Minnesota statutes I find such entries as this: Cities are authorized to compromise and settle claims. Empowered to repair market houses and city property. Authorized to issue bonds for water works, hospitals, etc. Time for payment of local improvement assessments extended.

Empowered to prevent fights, disorderly conduct, etc.
Empowered to change abandoned cemeteries into parks.
Empowered to take bequests in trust for public libraries.
Cities over 50,000 authorized to buy any water plant or combined water and light plant in operation in such city.

Fire limits may be prescribed by councils, etc.

Think of it. A city has to have legislative permission to compromise and settle a claim, to repair its own property, to change its own cemetery into a park, buy a water or light plant, or take a bequest for a public library. No individual of age and apparent discretion, nor association of individuals whatever, except a municipality, would think of asking permission to repair its own property—but a city or town—well, it would ask permission to sneeze if it needed to perform that operation; it can't even store a fight locally distinct over store a fight locally think periphring says it may it can't even stop a fight legally till the legislature says it may.

3. Another result of our present system is a great lack of elasticity and spon-

3. Another result of our present system is a great tack of elasticity and spontaneity in municipal action.

4. The absence of municipal independence cripples local patriotism, creates a disastrous apathy in many honest citizens, and forfeits the educational development that comes of earnest attention to public quesions. The people do not manifest the interest in local business, especially in the larger cities, which they would manifest if the right of decision and initiative rested with them. As the Fassett committee says:

"Our cities have no real autonomy, local self-government is a misnomer, and consequently so little interest is felt in matters of local business that in almost every cuty in the state it has fallen into the hands of professional politicians."

As Prof. Goodnow says, in substance:

"The difference which has been too evident in many of our large municipalities has undoubtedly been due in part to the feeling of the people that their efforts were of little avail. Citizens have little motive or encouragement to act in New York when they know that their efforts can be at any time, and as a matter of fact have frequently been, frustrated at Albany."

5. Municipal dependence helps the politicians and ringsters not merely through the apathy it causes, but also by shifting the scene of action to a field where corruption wins more easily in respect to city affairs than it usually would in the city

itself.

The path of progress and reform is obstructed or blocked by the inertia consequent on the necessity of fighting every upward measure through the legislature against the force of antagonistic private interests, the indifference of overcrowded and more or less alien legislators, and the weighty lack of local patriotism and public spirit due to municipal dependence.

#### THE REMEDY.

The remedy is a constitutional amendment giving cities and towns the right to make their own charters within broad limitations, and subject the legislation respecting state interests, but free of legislative interference in local business affairs, which should be given over to municipal sovereignty on the same principle that has established national sovereignty in national affairs, state sovereignty in state affairs and individual sovereignty in individual affairs.

The principle of self-government requires that a city should be as free and independent in its sphere as states and nations are in theirs. A state has no more right to impose its judgment on a city in respect to the city's internal business than the nation has to impose its judgment on a state in regard to the internal business of the state. The full control of streets, the power to grant or withhold street franchises, and the right to own and operate local public utilities should belong to each city secure from the possibility of legislative interference. The line between state and municipal action should be drawn in each state constitution as carefully

as the line between state and national action is drawn in the federal constitution.

In securing to cities and towns the right to control franchises, water, gas, electric light, and street railway properties, and other local business affairs, care must be taken to place the real control in the people, otherwise municipal independence might simply mean the substitution of mayor and councils, or mayor and electrons are the street real control to the real control in the people, otherwise municipal independence might simply mean the substitution of mayor and councils, or mayor and beneared might simply mean the substitution of mayor and connection and legislature—a change that would generally be of some benefit, since mayor, aldermen and councilmen belong in the city they rule, understand something of its condition, are elected by the citizens of the city, and have interests through which they can be made to feel the local public sentiment to some extent, while the state legislature is almost wholly composed of men from other cities and towns, who have little or no acquaintance with the city under consideration, do not understand its needs, have no direct interest in it, were not elected by its citizens, and do not feel the slightest responsibility to them. Nevertheless, home rule, without the referendum, would still be government by a few, and though government of local business by a few who live in, understand, and are elected by the city is likely as a rule to be superior to government of local business. elected by the city, is likely, as a rule, to be superior to government of local business by a few who don't live in, nor understand, nor owe allegiance to the city; yet

ness by a few who don't rive in, nor understand, nor owe alregiance to the city, yet government by a few in any form is likely to be far less honest, just, progressive and beneficent than government by the whole body of American citizenship.

At present a municipality has no independent initiative of its own, and it is the only human thing in America that hasn't got it. It is bad enough to hold life as a tenant at will, but even that might be endurable if the city were allowed to have the attribute of a living hear while enturated with existence. But to have But to have have the attributes of a living being while entrusted with existence. no power of self-activity; to be required to get permission to move-that is unbear-

able.

The right to make their own charters subject to the constitution and laws of the state, which has been given to cities in California, Washington, Minesota, Missouri and Louisiana, is a great step in advance, which should be imitated in other states. The splendid charter of San Francisco with its initiative and referendum, civil service and public ownership clauses, shows what even a big, overgrown, cumbersome municipality can do when the ropes are cut and it is allowed to get up and walk off without a chaperon, or a legislative wet nurse. A home-rule charter law confers on the municipal body the power of self-movement, and, when joined with constitutional safe-guards against special legislation, and provisions securing the referendum, is a most valuable contribution to municipal liberty, yet it does not prevent legislative obstruction of municipal movement. The legislature can still by positive action, completely control the municipality. To prevent this in matters that should be left to local discretion, a limited sphere of local activity should be clearly marked off and deeded to a local self-government, to belong to The right to make their own charters subject to the constitution and laws of the te, which has been given to cities in California, Washington, Minnesota, Misshould be clearly marked off and deeded to a local self-government, to belong to

should be clearly marked off and deeded to a local sen-government, to belong to municipallities absolutely, to the positive exclusion of legislative interference.

Municipal government has a two-fold character; on the one hand it is an agency of the state to deal with state affairs, and on the other hand it is an agent of the municipality to deal with municipal affairs. In the first relation its funcof the municipality to deal with nunicipal affairs. In the first relation its func-tions are political and governmental; in the second, its functions are largely similar to those of the directors of a business corporation whose stockholders are the citizens of the city. Most of the difficulty and confusion in municipal law has come from the failure of constitutions, legislatures and courts of law to draw the line

from the failure of constitutions, legislatures and courts of law to draw the line between these two sets of functions with proper strength and clearness.

The remedy lies in establishing a separation of state and municipal interests, similar in substance to the separation established by the federal constitution between state and national interests; the principle of decentralization, or the nearest possible approach to individual freedom, being always the guide; no liberty should be taken from the Individual and given to any public body unless the transfer is clearly for the public good; no liberty within the public should be taken from the municipality and placed in a wider grasp unless the wider public good requires it; and no liberty of the wider class should be taken from the state and given to federal power unless the national good demands it.

As a business corporation dealing with property for municipal revenue, service, or advantage, establishing water works, gas plants, telephone, electric light, and

As a business corporation dealing with property for mulicipal revenue, service, or advantage, establishing water works, gas plants, telephone, electric light, and street ear systems, markets, bridges, ferries, parks, etc., the city should have the fullest discretion subject only to broad limitations in respect to debt, unanimity, submission of measures to the people at the polls, etc., to prevent improper hast or ill-considered action, or possible tyranny of majorities, or injustice to private individuals or companies. The municipal debt limit ought not to apply to debts for water, gas, electric or street railway plants, or other debts for which assets can be shown. The fair value of saleable assets should be subtracted from the debt before the limit is applied.

In this relation of local business manager the municipality is an organization In this relation of local business manager the municipality is an organization for the common benefit of its citizens, and its government an agency whose duty it is to do all in its power for the prosperity and advantage of its principals. In respect to state interests, the municipality occupies a subordinate position, yet even here it should be free to act so long as it does not conflict with state arrangements. For example, the preservation of order and prevention of infection are state affairs; but they are also of prime importance to every municipality and it should be free to establish a police or health department of its own where the state does not act, or in addition to the state agencies where it does not deem them sufficient; in other words, it should have a sort of concurrent jurisdiction of state interests within

its own domain, wherever the state does not claim exclusive jurisdiction.

It may not be an easy matter to arrive at a satisfactory division of state and municipal functions, but it can hardly be more difficult than the separation of state and national functions that was so satisfactorily accomplished by the makers of the federal constitution. Perhaps it may be well to try a similar plan in the present case; a convention of distinguished judges, statemen, philosophers, etc., might at least he able to arrive at conclusions that would greatly facilities. might at least be able to arrive at conclusions that would greatly facilitate a solution of the problem, and give the courts and constitution makers of the various states a standard that would help to mould the law of the country into at least a semblance of consistency and wisdom on this vital topic.

# Discussion by Mayor Head, Nashville, Tennessee:

I feel that it would be very presumptuous on my part to attempt to add anything to the paper that has just been read in your hearing. However, as I had something to do with securing this paper from Prof. Parsons, I desire to avail myself of this opportunity of endeavoring to impress upon the members of this League its importance. In my judgment, Prof. Parsons has in that paper gone to the very foundation of the troubles of municipal government, and unless we can succeed in securing for municipalities the right of local self government in all matters that are purely local in their nature and that affect the city alone, a successful municipal government is and will be an absolute impossibility.

I am glad to know the progress that has been made in the several states in this direction. In our own state, for instance, we have an amendment pending to our

direction. In our own state, for instance, we have an amendment pending to our constitution, which will give to our city local self government. A number of other states have taken the same stand, and in my judgment that is the beginning point states have taken the same stand, and in my judgment that is the beginning point for successful municipal government. It has doubtless occurred to most of you that at the time our theory of government was formulated (and as was expressed by Mr. Gladstone, it was the greatest creation that ever flowed from the human brain at any one time), the foundation idea of it was that the people were capable of self government, and that the closer you brought the government home to the people, the better government you would have. Now in the formation of our federal and state governments no reference is made to city government at all. In fact, at the time that government was formed, the existence of cities such as we have today was unknown and unheard of, and we find therefore no reference to municipal government at all. Now we find that that those there was a serious controversy regwas unknown and unheard of, and we find therefore no reference to municipal government at all. Now we find that at that time there was a serious controversy raging between the promoters of our government as to whether the federal or state government should be sovereign. It was finally resolved in a division of the government, wherein the federal government was a government of delegated powers, and the sovereign government rested in the several states. It was assumed that all minor forms of government less than a state must necessarily derive their powers from the state. Hence we find in the one hundred years of our growth, we have the anomalous condition of affairs that in our federal and state governments we recognize the ability of the people to govern themselves—we believe that the closer you bring the government home the better it is—but in city government, the idea is directly the reverse. Our cities are deprived practically of every vestige of local self government. They have to go to the legislature for every power that they have. This, do my judgment, is the cause of the failure of municipal government. Now, another reason that it occurs to me is so important that we secure for our cities local self government is the fact that it will be the greatest source of educa-

cities local self government is the fact that it will be the greatest source of education to our people in governmental affairs that we can possibly have. We do not find but very few men of ability (not wishing to reflect in the least upon the character and intelligence of the delegates before me), but it is comparatively rare that men of ability and thought are willing to become participators in municipal government, and it is a fact that when they become interested in municipal government they find their powers are so limited that they cannot accomplish the reforms they desire. Now, if we have local self government, so that our citizens could form policies that were peculiarly fitted to their conditions and surroundings, we would bring to the front the very best men in the city, if they could see any possibility of accomplishing these results. We are sending abroad today a commission to attempt to establish a government in the Philippine Islands, and the first instruction given to the commission is to educate these people up in the forms of municipal cities local self government is the fact that it will be the greatest source of education given to the commission is to educate these people up in the forms of municipal government. We see the necessity of it there, and yet we seem hardly to have recognized its necessity among ourselves, and our own children, our own young men, are denied an education in this respect because of the restrictions thrown around our

municipalities.

Now, I do not wish to detain you longer, but I believe one of the greatest Now, I do not wish to detain you longer, but I believe one of the greatest sources of benefit that we derive from membership in this League is in hearing the various members give expression to the difficulties they are confronted with in their own affairs, and telling what they have attempted to accomplish and what success they have met. Now, I cannot better illustrate the importance of this question of local self government than by giving some of the difficulties I found myself confronted with in my own city. I found the strange condition there that my city was authorized to issue \$600,000 of bonds for the purpose of buying a gas relant and that when built it would have the nower not only to light the streets. my city was authorized to issue \$600,000 of bonds for the purpose of buying a gas plant, and that when built it would have the power not only to light the streets, but to sell that gas to private consumers. I found that my city had the authority to issue \$150,000 of bonds for the purpose of building, buying or equipping an electric light plant, but that when it was built it would only have the power to light the streets. I found that the charter of the gas company would expire in about six months; that the \$600,000 was not sufficient to buy their plant (it was probably fairly worth \$1.000,000), and there I was with no session of the legislature, absolutely powerless to protect the city and my hands absolutely tied. However, I took the matter up as best I could, and finally succeeded in affecting a settlement

took the matter up as best I could, and finally succeeded in affecting a settlement with the gas company upon the very best terms I could get. They reduced the price of gas one-third; they agreed to give the city five per cent of their gross income; they agreed to allow the city to purchase their plant after five years by paying the actual value, and accepted a limited franchise for twenty-five years. With reference to the electric light company, I found myself in a position with authority to issue bonds to build, but with no power to sell electricity for private use. I immediately took steps for the purpose of building an electric light plant, and finally we had a session of the legislature, and I went before that legislature and asked them to amend that authority and give the city power to sell electricity to its citizens. What do you think I found? In both the lower and the upper houses of the general assembly, with a vote of our citizens back of me of more than seven to one in favor of building an electric light plant, I had the hardest fight of my life. The electric light company was there, and through its influence on that legislature I was compelled to be up day and night for several weeks, and finally succeeded by a very narrow margin. The plant was authorized, its construction commenced, but before the foundation was finished the electric light company publicly announced in the papers that it had reduced the price of electricity to its consumers one-third. consumers one-third.

Now, our city has owned its waterworks from the beginning, and the result has been more than satisfactory. It pays operating expenses and all improvements and interest upon its bonds, and a surplus in the treasury besides.

Unless we get from our legislatures a provision that guarantees to every city the right to legislate upon all questions that are purely local, independent of state regulation, and unless we succeed in applying to our cities the principle of government upon which our whole government is founded, the right of local self government. ment, bringing the government as closely home to the people as possible, we never can have a successful municipal government.

Secretary MacVicar—I am authorized to report for the executive committee that the program, so far as it pertains to the reading of papers, addresses, election of officers and naming place of holding the next convention will be completed by 12:30 tomorrow (Friday). However, the final adjournment of the convention will occur during the afternoon at Long Point on Lake Chautauqua. All ladies and gentlemen in attendance upon the convention in any capacity are invited to take advantage of the trip by trolly car and boat to the various points of interest upon Chautauqua Lake, stopping at Long Point, where the convention will conclude its business and adjourn. The committee hopes that all in attendance upon the convention will be so considerate of the courteous attention on the part of the people of Jamestown as to postpone their departure until after this trip.

Mayor Smyth-The Secretary asks me to call your attention to the fact that the address of Hon. John Arbuthnot, mayor of Winnipeg, is here. Mr. Arbuthnot writes that on account of the death of his niece he will be unable to be present. If it is the pleasure of the convention, the address will be read.

On motion the reading of the address was dispensed with and the same was ordered printed in the proceedings.

### CANADIAN MUNICIPALITIES.

I feel it a great honor that I have been chosen to deliver a short address before this important convention upon Canadian municipalities. It is probably known to the majority of those present that Canadian municipalities derive their functions and owe their existence to the legislatures of the various provinces in which they lie, and as each of the various provinces of Canada has its own municipal institutions they necessarily differ in many details. It is safe to say generally that in most of the provinces the British municipal system has been used as a foundation, with such changes as are necessary to sult the local conditions. The corporation is composed of the mayor and council in cities, and in rural municipalities of a reeve and councilors. The council not only performs the legislative functions, but, with the exception of the city of Toronto and a few other cities, is the excentive body as well, and appoints all officers, none being elected by the people as in American municipalities. The mayor is the presiding officer and has a casting vote and a limited vetoling power, but has no absolute power of appointment or otherwise. In fact, in council he has less power than aldermen, for he cannot initiate any movement, but in practice, of course, the mayor has a great deal of influence this important convention upon Canadian municipalities. It is probably known to

on account of his position, and if a prudent man, can really become an important,

if not a controlling, factor in the municipal sphere.

The mayor and aldermen are rarely paid and when they do receive any emolument it is usually only sufficient to reimburse them for necessary expenditures, ment it is usually only sufficient to reimburse them for necessary expenditures, and it is not intended in any sense as a salary for their services, and on the whole it is generally conceded that more efficient service is rendered than if salaries sufficient to tempt men of less public spirit to contend for municipal positions were paid. As it is, it is considered an honor to be elected to a municipal board in Canada and the position is accepted by the most prominent business men of the communities and it is a rare thing to find any scandal in connection with municipal their theorem. pal institutions.

#### POLITICS.

With the exception of perhaps a very few towns, party politics are never introduced into the administration of public affairs, and so strong is the sentiment of the electorate in opposition to the introduction of the party system that any candidate making an appeal to his political friends is almost certain to be defeated. The result of this is that it is difficult to form cliques or parties of any kind in the municipal body, and it is exteremely difficult for any member of the council to have a strong pull, his influence depending entirely upon his individual merit.

#### FRANCHISE.

While universal suffrage has not been introduced in municipal elections, yet practically every one interested in the community has an opportunity of voting, as all property holders, male and female of age, and householders are entitled to vote.

#### MUNICIPAL DEBTS.

In most of the provinces the municipal council cannot borrow money upon the credit of the municipality without first submitting a by-law to the electorate, and only property holders are entitled to vote upon the proposed by-lay for incurring the debt, the legislature requiring that a certain proportion of the electors must vote and of those voting three-fifths must vote in favor of the by-law. This has been found an efficient safeguard in preventing the incurring of large ind-bitedness without mature consideration, and unless the community is practically unanimous in favor of the lear. mous in favor of the loan.

#### LOCAL IMPROVEMENTS.

Local improvements, such as street paving, sewers, sidewalks, etc., can be done either upon the initiative of the property owners or of the council, and in every case no such improvement, unless a sanitary necessity, can be carried out in opposition to the wishes of the majority in value of the property holders to be

benefited.

The Canadian system of raising money to pay for local improvements differs from the American in this, that the debentures to pay for local improvements unless works are guaranteed by the municipalities and become a part of the municipal debt, the manifest advantage being that the money can be secured at a very much lower rate of interest, but upon the other hand, it being included in the municipal debt the result is that the municipal debts of Canadian municipalities appear much larger than American.

# PUBLIC UTILITIES.

The sentiment in Canada is strongly in favor of the municipalization of all The sentiment in Canada is strongly in favor of the municipalization of an public utilities and the sentiment in this respect is growing every day. Most of the cities own their own water works and as fast as possible they are acquiring street railways, electric and gas lighting plants, and telephones. In Winnipeg we have recently acquired the water works and street lighting plant and have been able to greatly reduce the price to the consumers while adding to the efficiency of the plants and the quality of the water and light supplied. Several of the Manitoba towns have their own electric light plants, telephones, etc.

# CONTRACT VS. DAY LABOR.

There is a growing sentiment in favor of the direct employment of labor in municipal works. It has been felt that where contractors are employed to construct public works the temptation exists for them to corrupt the officials, thereby rendering the work inefficient and defective. The city of Winnipeg has for the last few years performed nearly all of its public work by the direct employment of labor. The city has its own quarry crushing plant and the railroad connecting it with the city, which is operated by the Canadian Pacific railway; does all its own macadam work, owns its asphalt plant and lays its asphalt payements, puts down macadam work, ewns its asphalt plant and lays its asphalt pavements, puts down its own water mains and sewers. The result has been most satisfactory to the citizens, as there has been a large saving in cost and much better work done.

#### POLICE CONTROL.

In most of the Canadian cities the police are under the control of a board of police commissioners, composed of one of the judges, the mayor and the police

magistrate. This has been found to work advantageously as it removes the police force entirely from the sphere of ward politics and such a thing as interference by aldermen or civic officials with the police is practically unknown.

#### PARKS AND BOULEVARDS.

The Canadlan cities have adopted the American idea with reference to parks boards, in whose charge is absolutely placed the administration of the parks, boulevards and cemeteries, and where this has been done there has been no reason to be dissatisfied with the results. Many men are found who will serve on parks boards who would not be willing to undertake the wordes and inconveniences of a career at the municipal board, including, as it does, a public election contest.

#### PUBLIC SCHOOLS.

Under the Canadian public school system the public schools are administered entirely by public school boards who are elected by the people in the same manner as the municipal council, the only connection the council has with the schools being

the duty of raising the annual levies required for school purposes.

In summing up, the best results in the administration of municipal affairs in Oanada, as elsewhere are only attained when the business men of the community take a lively interest in public affairs and where their civic pride prompts them to actively engage in the public business of the community, and in Canada, as elseto actively engage in the public business of the community, and in Canada, as elsewhere, where ward heelers and aspiring politicians are allowed to force their way into municipal councils the immediate result is a lowering of the tone of the corporate body and a lack of respect for its public men. As cities grow it becomes more and more difficult to obtain the best men for public positions, but it is very doubtful if a system of pecuniary rewards in the shape of salaries to aldermen would bring about any reform. In my opinion the next decade will see great advancement in the direction of the assumption by municipalities of their public franchise. The public are fast awakening to the fact that the only monopolist that is safe to be trusted is the public itself.

Adjournment was taken to 8:00 p. m.

# FIFTH SESSION.

Thursday Evening, August 22, 1901.

The meeting was called to order at 8:15 by Hon. M. M. Stephens, mayor of E. St. Louis, Ill.

Mayor Stephens-The first thing on the program will be a paper "Steel and Concrete in Municipal Construction," by Mr. Merrill Watson, of New York City. I have the honor of introducing Mr. Watson.

# STEEL AND CONCRETE IN MUNICIPAL CONSTRUCTION.

By reason of the many articles current in the class literature of the day, and By reason of the many articles current in the class literature of the day, and the frequent papers read before scientific organizations on the subject of "Steel and Concrete," it is hardly necessary to write any prefatory note to what I shall have to say on the subject under discussion. Yet, I will take the liberty of inviting you to remember that not longer than five years ago, there was practically no literature of American origin on this subject. The accomplishments in the use of steel and concrete in building construction are limited to the past few years, so far as this country is concerned. Moreover, it is a subject whose years of practice anywhere in the world only measure a single score. In truth, the first mention of the use of steel as a practical thing in connection with concrete construction was just twenty-one years ago. Therefore, the subject so far as discussion is concerned is limited to a mere record of current history.

This scheme of construction is not sufficiently developed to be called an exact science. I question whether any engineer can be found in this country who would be responsible for any set formulae or general specification whose results he could guarantee within 25 per cent of a given point of value. While It is true that abundant efficiency has been demonstrated by numerous tests that have been made, there have not yet been sufficient of them, nor have they been wide enough in range to determine any fixed laws. What I have to say, therefore, is largely a matter of record of what has been done in the way of developing an industry, whose future at the present time seems to be very bright, and one which is very certain to occupy a large place in the structural operations of the future.

The first practical test of the use of steel in combination with concrete for structural purposes was made in Europe, in 1880, by Monier. The efficiency of concrete itself, was known, and had been known for centuries. The high price if cement and the large quantity necessary to be used, made it a rather expensive scheme of construction, except in places where it was used in compression only, hence of construction, except in places where it was used in compression only, hence the introduction of metal was looked upon as a means to an end along economical lines. Concrete as a building material both below and above ground had shown strength and endurance for many centuries, and its use was multiplied rapidly, but since the introduction of steel in combination with it has been accomplished, the growth in its use has been multiplied many times. As a simple statement, concrete was regarded as a valuable material to be used when great strength under compression was desired, but where its use in tension was attempted, it did not answer the requirements. The introduction of steel into concrete was with a view of putting a tensile element into a valuable material, otherwise lacking tensile strength. During the past decade there have been many combinations of steel and concrete, in some of which steel was intended to act entirely in tension, in which case it was distributed throughout the area of maximum tension of the steel and concrete, in some of which steel was intended to act entirely in tension, in which case it was distributed throughout the area of maximum tension of the section in question, and others in which the steel acted under transverse stress, both of these methods possessed certain advantages. It is an acknowledged fact today, however, that the best practice is along the lines of steel in combination with concrete, in tension only. In the earlier uses of the combination forms of steel were used wherein considerable surface area of the same was exposed to the concrete, hence the question of aducsion between concrete and steel was an important one. Various tests have been made to determine the law of adhesion

the concrete, hence the question of adhesion between concrete and steel was an important one. Various tests have been made to determine the law of adhesion between these materials, and it may be stated that an average unit of strength of adhesion in concrete and steel is equivalent to 580 pounds per square inch.

Just here it may be mentioned that it was demonstrated early in the development of the subject that cement acts as a preservative of the steel; and many instances can be cited, showing that when thoroughly imbedded in concrete, runst will not occur, even though the concrete itself be immersed in water. The establishment of this claim very materially widens the field for the use of the combination. In addition to the tension value supplied to a mass of concrete by commutation. In addition to the tension value supplied to a mass of concrete by the introduction of a given quantity of steel, the steel is, in reality, greatly stiffened by the concrete itself, and thus its very maximum of strength is brought into requisition. This opens the question as to the best form, or best employment of a given amount of steel either in pounds or square inch section for any given requirement. There is absolutely no data on the subject by which comparison of the various forms in common use can be made, and hence engineers have only to rely upon their judgment as to the desirability and economy of the various materials offered on the market.

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materials offered on the market.

As indicated previously, the Monier system was first introduced in Europe in the year 1880. This system accomplished all that has been accomplished by other later systems, so far as direct result is concerned. The metal which he used was in the form of round iron rods which were made into a neting, the several rods being tied together at their intersection. The openings were from two to four inches, according to requirements. In succeeding years, others followed this type of construction some by using metal in structural shapes of various forms, and still others by the use of square rods, twisted in spiral form. Today almost every conceivable form of iron and steel is used for the re-enforcement of concrete. One prominent system of floor construction uses rolled iron in shape of a double cross. In another system, which I have the privilege to be connected with, the material is known as expanded metal, which is cut from a sheet of high grade steel and opened into a netting of diamond meshes, any desirable size nected with, the material is known as expanded metal, which is cut from a sheet of high grade steel and opened into a netting of diamond meshes, any desirable size of mesh or section of strand. In general practice these meshes are from three-eighths inch to six incaes in their largest dimension, and the steel used is cut from No. 4 to No. 27 guage. The sheets are eight feet long and vary according to requirements from eighteen inches to six feet in width.

This material enables the easy accomplishment of a purpose mentioned herestofore, namely to use the steel on the tension side of a mass of concrete when serving as beam or floor slab. It is, of course, desirable in order to develop the full strength of the metal in any of the various systems that it should be held in place by some means having greater resistance than simple cohesion to secure the maximum results, and owing to the diamond-shaped meshes of this material, this aim is accomplished by having the concrete occupy the space between the various strands in compression.

various strands in compression.

various strands in compression.

In the development of the business to its present point today there was little to guide either the engineer or the manufacturer of this unique matevial. It was groping in the dark from step to step along the entire line of developing this science, covering a period of a half a dozen years or more. The first step taken wherein the use of this material was accomplished was naturally in the building of fire-proof floors. At first it was thought quite an accomplishment to build a slab floor upon a system of iron framing over spans averaging five feet, the slab being three and a half inches in thickness. When more venturesome contractors proposed to use eight feet spans, with the same thickness of slab, it was considered dangerous, and thus the work went on until today, when it has become common practice to build floors of expanded metal and concrete on spans sixteen, eighteen and twenty feet, in either direction, and in some cases with a very common practice to bind noors of expanded metal and concrete on spans sixteen, eighteen and twenty feet, in either direction, and in some cases with a very small quantity of iron work, aside from the columns which sustain the load. The details of these accomplishments in floor construction I will not stop to enlarge upon. The purpose of my paper is to show some of the accomplishments in other lines, namely, the use of this material, known as expanded metal, in the erection of piers, sewers, bridges, subways, reservoirs, tunnels, conduits, septic tanks, manhole covers, and other classes of work coming under the heading indicated by the

subject of this paper, namely, municipal construction.

It may not be amiss to say just here that concrete is having a battle, which it is successfully winning, against all the common types of masonry for a multitude of uses. It is not many years since brick and stone represented practically all the materials used in cases requiring great weight-carrying capacity; these, of course, coming under the class of foundations, masses, retaining and other heavy walls.

The recent development of the cement industry and the greatly diminished cost of this material has enabled the engineer to demonstrate that where ornamentation or structural effect is not required, he can accomplish 90 per cent of his work, formerly done either in brick or stone, by the use of properly porportioned concrete

mixtures.

mixtures.

Leading on from that came a vast number of uses for concrete which were possible, but this material lacking the tensile strength was found to be too expensive for many of the purposes at hand, owing to the large volumes required, hence the inventor and explorer who studied methods of economizing in concrete by the introduction of steel, was a welcome guest.

The question naturally arises, what measure or degree of economy.could be accomplished by the use of steel in concrete? It is a question for which no single answer will suffice. Based upon my observations, I should say that the range of economy is from 20 to probably as high as 80 per cent of concrete, according to conditions. For some time past the writer has been endeavoring to secure from his friends, both in and out of the engineering fraternity, who are practical workers in this line, some facts or formula with which to answer this question. I will show presently on the screen some diagrams illustrating the form in which the question was put to several prominent engineers who have been practicing in this line of work for many years. Their answers varied not a little. I had given them this problem: Given a slab of concrete three inches thick re-enforced on its underside by a sheet of expanded metal, known as three-inch No. 10, six feet long by four feet wide, bearing upon supports at either end of the slab, what shall be the thickness of a non-re-enforced slab of concrete to have equal weight-carrying capacity? The answers, without giving them in detail, ranged from nine inches to fourteen inches in thickness for the non-re-enforced slab, according to whether stone, cinder or gravel concrete be considered. This would indicate to whether stone, cinder or gravel concrete be considered. This would indicate an economy of several hundred per cent in the volume of concrete, but inasmuch as the metal used represents considerable cost, part of the economy is lost in supplying this material. There is a manifest economy, however, in the volume at least and the economy in absolute cost varies according to requirements. However, it should be stated that in answering the above question, each of the engineers referred to insisted that the proposition was not a fair one, from which to deduce formula or facts as a guide to practice, the reason for this being that while the non-re-enforced concrete had almost equal strength when tested in an independent slab or as part of a large area, the re-enforced section is very greatly increased in value if it be considered a part of a large area. In other words the slab indicated would be a small section of a given floor in which steel was running in all directions for many feet, thus adding very materially to the strength of the section in question.

section in question.

In a practical way, the nearest accomplishment to a real test of the value of steel in concrete of anything other than flat or blanket form, was a recent demonstration at Boonton, N. J. Mr. E. W. Harrison, chief engineer of the Jersey City Water Supply Co., based upon known formula for the strength of concrete alone, had designed a section for a water conduit. The conduit was an elliptic arch, eight feet six inches in diameter. To build this arch as designed by him it required two cubic yards of concrete per lin, foot of conduit section. A section ten feet in length of the same weight-carrying capacity and practically the same shape was constructed of re-enforced concrete, which section consumed just a trific over one cubic yard per foot of condit section. The re-enforcement was expanded metal of three-inch No. 10 gauge. When tested in a thoroughly scientific manner, it was found to have double the estimated value of the concrete section as originally designed. Assuming the concrete to be worth \$7 per yard, there was that amount it was found to have double the estimated value of the concrete section as originally designed. Assuming the concrete to be worth \$7 per yard, there was that amount saved less a cost of about \$1.60 for the steel used. The suggestions arising from this test are, of course, numerous, and have wide application in possibilities. There is, however, no particular data obtainable from it that will have any value in the solution of any similar problem, so that the designing engineer must, after all, rely largely upon common sense and temporary experiments for each particular job, of unusual requirements, rather than special mathematical formulae.

It is with a considerable degree of modesty that I am compelled to say that my

It is with a considerable degree of modesty that I am compelled to say that my observations, while they have covered practically all the years of development of this science in this country, are largely limited to the operations of the one material which I represent. What I have to show you is of more interest than ordinary dissertation upon theories and problems, as I desire to give you evidence of actual accomplishments in a number of directions which will interest you as municipal

officials.

officials.

In fact this material has been put to use in almost every class of work for which it might be called, in municipal construction. The first large general use of it was in the city of Chicago, some years ago, wherein it was used to re-enforce a concrete bed underlying asphalt pavement. In that city the subsoil is practically a sand bed over which there was usually laid a heavy bed of concrete, upon which was placed the asphalt. By this it was demonstrated that the bed of concrete could be lessened very materially by the use of expanded metal as a re-enforcement, and this was done to the extent of many miles of street. There was economy in the amount of concrete as well as the lesser amount of excavation to be dance. be done.

In this connection it might be mentioned that inventive genius is now at work with a view to using the material in the direction of economy in the amount of asphalt Itself.

The following telegram was read from Mayor Tom L. Johnson, of Cleveland:

Mayor Johnson regrets that serious situation here account tunnel disaster will prevent him accepting kind invitation. W. B. Gongwer. Secretary.

The following letter was read:

Convention of League of American Municipalities,

Jamestown, N. Y.

Gentlemen: The American League for Civic Improvement extends hearty greetings to the League of American Municipalities and assures the League of its earnest co-operation in the effort to arouse such public sentiment as may lead the people to take up the people's share in the betterment of social conditions in our cities and towns.

The American League will welcome opportunities of studying particular localities with a view of planning campaigns, towards filling particular local needs. The League is prepared to offer expert science in planning and leading "popular" movements in matters outside specific

official requirements.

With the further assurance that this organization deprecates unkindly criticism of city officials and that its affiliated branches find much of their true work in supplementing the labors of those occupying municipal offices, I am, cordially,

American League for Civic Improvement. E. G. Routzahn, Secretary.

Hon. Lee Meriwether, of St. Louis, Mo., presented the following paper on "Public Ownership of Public Utilities."

#### PUBLIC OWNERSHIP OF PUBLIC UTILITIES.

The argument against public ownership of public utilities may be summarized under three heads:

It is revolutionary and experimental.

2. It is expensive; work of any kind costs government more than the same work costs private enterprise.

It means an army of office holders which in turn means a powerful and

dangerous political machine.

If these three arguments can be successfully met and answered the verdict must be in favor of public ownership, for our opponents cannot, at any rate they do not, advance any objections of any moment which may not be fairly placed under one or the other of the above heads.

I. Public ownership of natural monopolies is revolutionary and experimental. Even were this true it would not follow that public ownership is a bad thing; all revolutions are not bad, neither are all experiments. But as a matter of fact the statement is not true, as any one may learn who chooses to inform himself as to current history and statistics. Of fifty-one countries, forty-one own their own railroads, and of all the railroad mileage in the world (excluding the United States), 146,813 miles are owned by government as compared with \$7,834 miles owned by private capital. Large as is this showing for public ownership, it will soon be still according to the foreign of the foreign of the state of private capital. Large as is this showing for public ownership, it will soon be still larger, for everywhere people are awakening to the fact that government must own the railroads if we would avoid having the railroads own the government. France has today only 1,700 miles of state railroads as compared with 21,000 miles of private railroads, but under a recent law, in a short time all the private railroads in France will be taken over and operated by the state. Germany has 26,085 miles of public railroads and only 2,817 miles of private roads. These figures show that, no matter what other objection may be urged, state ownership of railroads is neither a revolution nor an experiment. When we consider the question of municipalities the figures over graphy consequence. palities the figures are equally conclusive.

Glasgow began a number of years ago to operate its own street railways, and with such success that its example was speedily followed by other large cities. Berlin, Germany, has a superb system of elevated railways owned and operated by the municipality; so has Vienna, Austria. Three years ago London, England, began to run its own streets ears; the first annual report showed that six and one-half million more passengers were carried during the first year of public owner-half million more passengers were carried during the first year of public owner-half million more passengers. ship; one cent fares were introduced, wages of employes were increased; uniforms were provided and the hours of labor were shortened. It was predicted that these things would mean bankruptcy, but at the end of the year, in spite of reduced fares, reduced hours of labor, increased wages and free uniforms, the net earnings were actually greater than the year previous under private ownership. Similar success has attended the public operation of street railways in a number of other large cities. It is hardly necessary to say anything about municipal water works; public ownership of water works has long been the rule rather than the exception; the business of manufacturing and distributing light, both gas and electric, is also rap-Idly becoming the rule with municipalities.

These facts, it is submitted, constitute a complete answer to the objection that

public ownership is a mere theory.

2. Public ownership is expensive; to build a house or a barn or a railroad or anything always costs the state more than the same work would cost if conducted

by private enterprise.

This is not always true, but admit its truth for the sake of argument; grant that a municipal street railway would cost twice as much as a private one—the balance would still swing strongly on the side of public ownership. For instance, the St. Louis Transit Company represents an actual outlay of less than ten million dollars. Competent engineers say that its whole material plant cost not more than \$9,000.000. Now, even though it be admitted that "politics" would double the cost \$9,000.000. Now, even though it be admitted that "polities" would double the cost of building a street railroad, the municipal road would still be a popular economy. Why? Because as things now are the Transit Company is capitalized at \$90,000,000, and charges are fixed with reference to earning net profits upon that purely imaginary investment. In other words, while public ownership might possibly require the people to pay twice the reasonable value of a railroad, private ownership now forces them to pay rates high enough to earn net profits upon ten times the actual cost of the road. Under city ownership a street railway that costs only \$9,000.000, would not be expected it a produce 6 per contract upon pipers millions. the actual cost of the road. Under city ownership a street railway that costs only \$9,000,000 would not be expected to produce 6 per cent net upon ninety millions, hence car fares could be reduced to three, or even to two cents, and still leave a reasonable profit upon all capital actually invested. When Glasgow, Scotland, became the owner of its own street railways in 1894, fares were reduced to two cents, and in many instances to one cent; at the same time employes' wages were increased fifty cents a week and their hours of labor reduced from twelve and fourteen hours per day to ten hours per day. Were these results obtained at the tax payer's expense? On the contrary, after paying all expenses, including tixed charges, interest and taxes, and after allowing for annual depreciation of the plant, Glasgow's street railways turn into the city treasury nearly \$200,000 per year. There is nothing wonderful in this. "A business owned by the people is always more apt to be run in the interest of the people than is a business owned by a syndicate of private corporations."

syndicate of private corporations."

Some of our opponents, while admitting the above points, urge that although state and municipal railroads may give cheap service, they also give poor service. I have personal acquaintance with many of the public railroads of Europe and do not believe that they will suffer in any just comparison; for instance, the electric street railroads of Glasgow equal in every respect the best electric lines in America. The cars are comfortable and commodious, the speed rapid, the fares only three cents, and in certain instances, and at certain hours, only one cent. The Berlin elevated railroads not only equal—they are far superior to the New York elevated roads, both in point of construction and rolling stock. The Berlin roads rest upon arches of solu masonry; the trains can run at high speed with little or no vibration, arches of sold masoury; the trains can run at high speed with little or no vibration, and if one chooses to pay first class fares one may travel in as luxurious a compartment as a Pullman car; at the same time, the passenger of moderate means may travel very comfortably in the third class and pay only ten pfennige, or less than half what the workingman must pay on the elevated roads in New York. After all, however, the question is not settled by comparing roads in Europe and in America. Like can be compared only with like. The question is not how London and Glasgow compare with New York and St. Louis, but how London and Glasgow compare are so different that comparisons are of little value. Americance and in Americance so different that comparisons are of little value. Europe and in America are so different that comparisons are of little value. American elties are spread out more than European cities, censequently the average haul of a street railway is necessarily longer with us than with our friends across the Atlantic. Advocates of public ownership freely admit that the passenger who rides from one end to the other end of an American street railroad will probably get a longer ride for five cents than he can get for five cents in Glasgow or Berlin, or Paris. Paris, with more than three million population, occupies barely half the area that is occupied by St. Louis with only 600,000 population. St. Louis extends some fifteen miles along the banks of the Mississippi; the traveler who starts at any soint in Davis and group fifteen miles in a straight line will find himself at the any some inteen mines along the banks of the Mississippi; the traveler who scarts at any point in Paris and goes fifteen miles in a straight line will find himself at the end of his journey at least ten miles out in the country. Naturally, under these conditions, street car hauls are shorter in European than in American cities. Before our opponents can claim to have "scored" they must show that the change from private to public ownership in Glasgow, Berlin, etc., has resulted in shorter hauls, higher fares, less efficient service, etc., in Glasgow and Berlin; and this they cannot consider in the fact. not do, for the exact opposite is the fact.

We come now to the third, and probably the weightiest, of our opponents' three

objections to public ownership, viz.

It means an army of office holders, which in turn means a powerful and dan-

gerous political machine.

The answer to this is that public service corporations are already in politics: they constitute at this very moment the greatest menace to our republican form of government with which the American people have ever been confronted. There is scarcely a state in the Union where the railroad lobby is not omnipresent and

almost omnipotent during every session of a legislature, and during the conventions of political parties. It is difficult to conceive of a political machine more powerful or more dangerous than that which is maintained in all our large cities by street railroad, gas, telephone and other public service corporations. Public by street railroad, gas, telephone and other public service corporations. Public franchises are often worth millions of dollars and when the stake is so large, and when man's cupidity is what it is, what reason is there for doubting that private ownership of public utilities is responsible for a very large per cent of public corruption? The monopoly of the streets of a large city is more profitable than a gold mine; to get that monopoly or, once owning it, to keep it, men who pass for honorable gentiemen, men of wealth and high social standing do not scruple to do deeds which, committed by smaller men, would land them in the penitentiary. Ward politicians with a "pull" are allowed by street railway managers to appoint their henchmen as motormen, conductors, etc. Why? Because the railway managers know that their power to earn profits upon watered stock depends upon the favor of politicians. On the other hand, politicians know that the railway managers in their determination to keep old fanchises and to get new ones will mass their thousands of employes in favor of a candidate "friendly" to railroads, and against any candidate who opposes the system of permitting private corporations against any candidate who opposes the system of permitting private corporations to monopolize public property. And knowing this, the prudent politician trims his sails accordingly. The growth of railroad influence in controlling the nominations of political conventions has resulted in a decline of statesmanship in America. few exceptions, when a man aspires to nomination for an important office in either the democratic or the republican party he first "makes his peace" with the public service corporations; for well does he know that he cannot be nominated, or if by any accident he is nominated, then that he cannot be elected unless he satisfies the public service corporations that he is a "safe" man. And by "safe" is meant a man who will not curtail a railroad or a gas or a telephone company's power to charge the public rates high enough to earn net profits on from five to ten times the capital actually invested by the railroad or gas company.

When confronted with these facts, our opponents seek refuge in suggesting gov-

ernment control, instead of government ownership; the trouble with this plan is that it won't work. Like Frankenstein, the government in incorporating and giv-ing life to railroads has created a power that is already well nigh greater than its Ing fife to railroads has created a power that is already well high greater than its creator, and has forced us to choose between one of two alternatives—government ownership of railroads or railroad ownership of government. The Interstate Commerce Commissioners in their official reports frankly admit that the railroads refuse to obey the laws enacted for their guidance and control; nor does there appear to be any power to compel them to obey those laws. In spite of the law forbidding to be any power to compel them to obey those laws. In spite of the law forbidding freight rebates and discriminations, every shipper knows that a good "pull" means lower rates than your competitor is made to pay. The Standard Oil Company, as everybody knows, is founded upon favors it was able to command from railroads. The Standard Oil Company paid 10 cents for carrying a barrel of oil 100 miles; its competitors were forced to pay 35 cents for the same service. But that is not all; of every 35 cents paid by a competitor 25 cents was handed over by the railroad company to the Standard Oil Company. The Standard Oil Company might sit still and refine no oil at all, and yet receive a revenue of 25 cents on each barrel shipped by other concerns. Naturally, under such conditions, competition was crushed, and today the Standard Oil Company fixes the price of oil at whatever figure it chooses.

chooses.

Suppose, instead of being run by the government with equal postal charges to all, the postoffice were run by private capitalists. Suppose for some secret reason—say a present of a big block of stock—those capitalists were to make an agreement with the New York Herald to deliver its mail for one-third the postal rates charged the World, how long could the World stay in business? Were the postoffice in private hands, and were it known that favored postal rates would be given to that paper, or that business concern which brought most "influence" to bear upon the directors and owners of the postoffice, is it not apparent that there would forthwith be much under-handed work-bribery, corruption and the like-to see who could get ne much under-handed work—bridery, corruption and the like—to see who could get bis letters carried at the cheapest price? In other words, is it not apparent that the transference to private capital of a public function tends inevitably to preduce injustice and corruption? It is of but little moment if John Smith the baker, or butcher or merchant or manufacturer, shows favoritism to his friends; the moment Smith charges me an unreasonable price for bread, meat or boots I am at perfect liberty to take my custom elsewhere. And there will always be other butchers, bakers and manufacturers to go to, those vocations not depending upon any public franchise or monopoly right. But when the people abdicate their rights in favor of a private corporation, when they confer upon that corporation a franchise to build a railroad down a street or across a state, they confer a monopoly; and when one deals with a monopolist one does so, of course, on the monopolist's terms, since no other recourse is open. There can be no real competition in cities between such companies as gas and street railways, neither can there be any genuine competition in the state and nation between railroads; the only way to secure equal rights tion in the state and nation between rambaus, the only way to secure equal rights to all is have all natural monopolies, all public service concerns owned and operated by, and in the interest of, the people.

How can this be accomplished? I admit the difficulty of answering this question.

now can time be accompassed: I admit the difficulty of answering this question. So potent in political conventions are the expert lawyers and lobbyists of franchise corporations that it is seldom possible to nominate a man who advocates public ownership and who really means busines. In places where the election laws are at all fair, where votes are counted as they are cast, I believe that independent action is the best policy in our cities. National politics have no bearing any way upon city affairs; it is illogical, therefore, on general principles to conduct a munici-

pal election along national party lines; when added to this fact is the further fact that political conventions are so almost universally dominated by franchise corporations, the reason for seeking municipal reform through independent action becomes apparent. The mass of plain people can usually be depended upon; it takes time to reach them and convince them that your aims are at once honest and effective, but that done, the battle is won, unless the corporations have taken the effective, but that done, the battle is won, unless the corporations have taken the precaution to fortify themselves behind a one-sided, partisat election law. In 1897 the issue of public ownership was new in St. Louis, nevertheless as a candidate for mayor on that platform I succeeded in getting 18,287 electors to forsake old party ties and vote for an independent ticket. Four years later, in April, 1891, when the question was better understood, when the people had had time to inform themselves, I again stood for mayor on an independent ticket pledged to public ownership principles. And this time, although we had no newspaper support, no political organization and almost no money, the vote in St. Louis was overwhelmingly in favor of our public ownership ticket. It is true that through the shameless use of the police to protect repeaters and ballot how stuffers, and by reason of an industriance. the police to protect repeaters and ballot box stuffers, and by reason of an iniquitous election law that permits the baliots to be counted by the representatives of but one political party, the will of the people is for the time being nullified; thousands of tallots cast for me were destroyed and in their place were substituted tallots for that one of my opponents who was favored by the street railway and other franchise holding corporations. The fact, however, that even according to the count made by the agents of public service corporations 30,000 men voted in St. count made by the agents of public service corporations 30,000 men voted in St. Louis last April for the independent public ownership tieset is significant; the gain over 1897 is nearly 60 per cent. A similar gain during one next four years will mean that not even colossal fraud and bailot box stuffing will be able to prevent the people from coming at last into their own. When that day comes the greatest gain will be, not the cheaper and better service to the people, but the purifying of municipal politics which will result from removing lobilyists and franchise grabbers from our city halls; when franchises are no longer given away the lobbyists, like Othello, will find his occupation rone.

President Johnson-Inasmuch as the Glasgow street railway was mentioned here, I wish to read some matter which I have. Europe last March, I received from the Lord Mayor of Glasgow the exact figures of all the utilities for the year. If you will permit, I would like to show you what they are, from a paper that I am going to read next Monday at the Pan-American Exposition.

# MUNICIPAL OWNERSHIP OF PUBLIC SERVICE INDUSTRIES IN EUROPE.

The question of municipal government is one of the greatest, if not the greatest, problem before the American people today. The proportion of the inhabitants of the United States that reside in cities is increasing at a wonderful rate. Each year the problem of how to best govern cities, and give the citizens the best service at the lowest cost, increases the difficulties that confronts us all. When I accepted the invitation to appear before you I was given the choice of the subject to be discussed here today, and I chose "Municipal Ownershlp of Public Service Industries" in Europe." European cities are very much in advance of American cities in that direction. In every case that I had time to investigate it was working to the satisfaction both the officials as well as to the citizens. It would be difficult indeed to get them to go back to the private ownership of the natural monopolies that of right belongs to the citizens as a whole. Cities that have not secured them are doing so as fast as conditions will permit, or as fast as they can either buy out the existing companies or that franchises expire. I did not visit a single large city that did not own and control to a greater or less extent all the natural monopolies, such as Ing companies or that franchises expire. I did not visit a single large city that the not own and control to a greater or less extent all the natural monopolies, such as water, gas, electric lighting, street cars and telephones. Among the cities that I visited and investigated more or less, I can name Stockholm and Gothenburg, Sweden. Gothenburg owns and controls all but the telephones. Copenhagen, Denmark, owns its water works and lighting plants and part of the street car system. Hamberg and Berlin, Germany, and Amsterdam, Holland, owns its own water works, gas works, street car system and telephones. It took possession of the street car system January 1, 1900. When I was there last March they were advertising for bids to change from horse to electric power at an estimated cost of \$2,613,000. In Brussels, Belgium, the city owns nearly all the utilities above named and the same can be said of Paris. France.

London, Manchester and Liverpool, England, owns many of the natural monopolies. Liverpool owns its lighting plant, water works and street rallways; I was told when there that they were a success both as to service and financially. It will not be possible for me to give many details as to my investigations for the reason that when I accepted the invitation to be here I was informed that I must limit my paper to twenty minutes; that being the case I will only go into partial details of the citles of Glasgow, Scotland, and Amsterdam, Holland. I select these cities for the reason that they were among the ploneers of the cities that adopted the municipal ownership system; and for the farther reason that the Scotch and the Dutch are well known to be very conservative in going into any new venture; they weigh every new enterprise well before embarking in it. That municipal ownership has proven a success in every way in the cities named is evidenced by the

following figures for the year ending May 31, 1900, in Glasgow, and December 31, 1899, in Amsterdam:

#### GLASGOW.

Water works, cost of plant	\$1,061,800.65	\$10,646,725.60
Leaving a net profit of	\$ 113,000.00	\$ 7,004,605,00
Revenues derived	\$3,850,010,80 3,459,830.72	\$ 1,003,005.00
Leaving net profit of.  Electrical plant, cost Revenue of all kinds.  Working expense\$174,995,75	\$ 390,242.92 \$ 298,811.04	\$3,147,500.00
Depreciation         15,905,50           Interest on loan         76,280,00	\$ 298,506.25	
Leaving a net profit of	\$ 304.79	
The cost of electrical service is in part as follows, viz Eight candle power lamp per annum	250 volts.	
Street cars, cost	\$2,349,815.50	\$ 4.685,165.00
noted below. 1,723,360,55 Rent of govern line. 24,425,79		
Interest         86,460.55           Sinking fund         69,087,75           Depreciation         160,395,70           Payment to common good         62,560,00           Net profit         223,105,16		
Leaving the following results, viz:	\$2,349,815.50	
Water works         \$113,000,00           Gas works         390,242,93           Street railway         223,105,16	3 726,652,87	
In multing above complications I have taken a Drift		

In making above complitations I have taken a British pound sterling for \$5

In making above complications I have taken a British pound sterling for \$5 of our money. It will be noted that this profit is after all expenses of every nature has been deducted, which includes sinking funds, depreciations, interest, etc. It will be noted that the electrical plant shows no profit worth speaking of, but it must also be remembered that the prices for the service is very low and that it costs nearly as much to generate electricity in Glasgow as it does in New York. At the time the report from which the foregoing figures were taken from Glasgow had just established a municipal telephone system. The only information obtainable on the subject at this time that will interest the public is the cost to the citizens for the service the city will give. For unrestricted service, including the city of Glasgow and thirteen adjoining, or nearby cities, is \$26.25 per annum. If a restricted service is wanted it can be obtained for \$16.50 and an additional two cents for each time the subscriber calls up the central office. In both cases it includes for each time the subscriber calls up the central office. In both cases it includes the city and adjoining towns.

# AMSTERDIAM

AMSTERDA	M.	
Municipal telephone, cost of plant		.190.17
Revenue for 1899	\$ 119,502.27	
Expenses-Interest	\$ 14,996.39	
Depreciation	19,654.24	
Heat and rent of office	3.216.00	
Cleaning office	320,55	
Repairs	4,677.80	•
Office supplies	530.66	
Light and electric current	1,047.80	
Retributions, etc	906.42	
Insurance	243.39	
Share in municipal pensioning	2.348.21	
Sundry and other expenses	1,987.74	
Sundry and other expenses	73.83	
Administration, labor, etc	17,167.07	
Payment of City of Amsterdam	20,100.00	
Extra profits	32,223.17 \$ 119,502.27	

Municipal water works, cost of plant	\$157,382.80 \$157,382.80 \$126,957.13 \$83,616.00 \$188,396.28	\$4,824.000.00
Municipal gas works, cost of plant. Revenue derived. Expenses, salaries Sick fund Demion fund. Office stationery Fire insurance Land and other taxes. Wages of fitters. Sundry other expenses Coal Carbination Gas purifying. Engineers and firemen Cost of working coke Manufacture sulphuric ammonia Sundry expenses act. manufacturing. Repairs Cost account gas meter Doubtful accounts. Interest Sinking fund. Paid city of Amsterdam.	\$1,372,716.42 46,893.58 1,804.02 41,363.86	\$6,914,400.00

On January 1, 1900, the city council of Amsterdam canceled the concession that had been given to the Amsterdam OmnIbus Company, though the concession or franchise did not expire till 1910. The council paid \$265,320 to the company and took over property of the value of \$2,215,422. Being all horse power. Since taking possession of the street car lines by the city the number of cars, drivers and conductors have been increased 25 per cent. The car fare is three cents for ordinary fare and five cents if transfer tlckets are wanted. No report of the operation of the street car business was obtainable for 1900 as late as may 13th last, for that reason no results as to its work can be given. When I was there in March last the council was advertising for bids to change from horse to electric power, the change will be made in 1902; when that has taken place it is expected that the profits will be sufficient to not only meet the ordinary expenses, including interest, sinking fund, depreciation, interest and other expenses, but leave a handsome profit for the municipality, the same as the other utilities now owned and operated by the city. The results for Amsterdam for the year ending December 31, 1899, is as follows, viz.:

Telephones paid city of Amsterdam\$	20,100.00	
Extra profits	32.223.17	
Water works	40.200.00	
Gas works 2	30,017.59	\$322,540.73

I am indebted to his lordship the mayor of Glasgow and the Hon. Frank D. Hill, U. S. consul at Amsterdam, for the information contained in this paper.

I am of the opinion that all of the natural monopolies which are enumerated above, should be owned and controlled in the interest of the taxpayer. By so doing it will stop all charge of corruption that is so often charged, and I am sorry to say, at times proven against city officials. By the municipalities owning the same it will be impossible to corrupt any one; a city cannot corrupt its own citizens, that would be no incentive to do so. I am forced, however, to admit that so long as we pursue the present method of changing our officials and appointees with each change of administration, it will possibly be a failure, but if civil service is adopted it will prove as much of a success as it has proven in Europe. No man who makes a good officer in any of the departments above named, or in any other, should feel that his retention depends on his support or opposition to any man or party. He should be free to support or oppose whom he pleases and be independent as is the clerk or bookkeeper who differs politically from his employer. Not one of your trusted employes because he did not vote as you did or support the man or party that you did. There is no reason he should be discharged from a public position for the same offense. In fact, to my mind, it is all the more reason why he should be retained. I will not abmit because a man is elected mayor, or secured an appointment on some board, that he either has a legal or moral right to punish a man who is efficient by dismissing him, simply because he differs from him politically. The old cry that "to the victor belongs the spoils" must be ellminated from municipal affairs, if we are to have what the citizens demand and are entitled to, viz., an honest administration of public service industries, and while I may not live to see the day when it will be firmly established in the United States, there are many within the s

may as well attempt to stop the revolution of the earth as to stop the public ownership of public service industries. I will not admit that what has been successfully demonstrated in Europe cannot be accomplished here. In fact, when we get at it we will do so much better than they do over there, that you will see delegations come over here studying our system of municipal government, as they are now studying our manufactures, banking and other industries.

It was but a short time ago that a man who would advocate the public ownership of public service industries was considered at for an insane asylum. That day has changed and some of the best and brightest minds in our land are in favor of it, and that class is not confined to municipal officers by any means. You will find them in all the walks of life, men who think for themselves and do not allow interested parties to think for them. I am satisfied, from my knowledge and asquaintance among municipal officers in the United States, that a large majority of them favor municipal ownership, and that they have been converted to that idea from personal experience in municipal affairs.

Delegate—Did you learn how the cities of Glasgow and Amsterdam acquired these utilities?

President Johnson-In some cases they acquired them by the expiration of the contract; in other cases they bought them out, and in some cases they forced them out.

Mr. W. H. Allen, Jersey City, N. J.—I wish to call attention to the investigation of municipal ownership that has been conducted for the last two years by the Lords and Commons in England. Two years ago a joint commission from the Lords and Commons was appointed. They published a year ago a volume of 600 pages presenting the facts as obtained by this commission. Those who are interested in the subject can find whether they are for it or against it (municipal trading, as they call it,) by referring to this report—that there is at the present time a very strong opposition to the extension of municipal trading.

President Johnson-I spent some time in Europe last summer and made some inquiries as to municipal matters. Liverpool owns its elevated street railways and other street car lines. They told me that the street railways and all the utilities owned were a success financially and every other way. The service was as good or better than had been given by private corporations, and they would not go back to private corporations if they could. In Amsterdam, a member of the council, who was a director of the water works before the city took possession of it, admits that the city gives better service than the private company, and at a lower price. As for railroads, I will take the country of Sweden, where I was born. It has something a little over 10,000 miles of railways, and ninety per cent, or about that, belongs to the government. No man or woman is allowed to ride free; they all pay alike, pay the same price, except employes and officers. I was told while there, by what I believe to be good authority, that the roads not only sustain themselves, and provide for a sinking fund, betterments, etc., but are a source of revenue to the government. When I was there they were talking of spending some four or five millions on the betterment of the roads out of the surplus they had accumulated. Their roads are inferior to ours in some respects and about as ours in others. You can get into the same car on the same train, and you will probably find three different compartments, the first, second and third classes. The first class are elegant compartments, and the fare would be about what we have to pay in the western part of this country; their second class about two-thirds, and the third class from one-half to onethird of what we pay here. The only difference is in the upholstering. The same applies in Denmark and in Germany. I rode on the street cars of Berlin, the same that Mr. Meriwether refers to, and they are certainly fine. The street cars in Liverpool are not so good as in Berlin, but they are better than in New York City.

Delegate—Is the service there as good as far as equipment is concerned?

President Johnson—In some respects their cars are different from ours. They do not compare in construction with ours at all. In England (we are speaking of the railroad and not the street cars), except between London and Glasgow, they are of the pattern where you get in on the side. There are no conveniences, excepting the first class compartments, and there is no heat in any of them. They will throw in an iron pipe filled with hot water, and that is all the heat you get while you are on the train. That is in England. On the continent the service is better than it is in England, and the speed is about the same. You sit beside each other very much like you do in the sleeping cars. The seat will hold from four to five persons on each side, and they won't let you into the car unless they have a seat. The third class compartment is simply a wooden seat, the second class is upholstered with some kind of a red, and the first class is very much like the Pullmans are here. The speed is not so great as with us. The speed is about twenty-nine miles an hour.

Mayor Fox, Morristown, N. J.—My experience has been a little different from that of Mr. Johnson. Five or six years ago I spent the summer in Germany. I saw very poor, slow trains, and the expense much greater than with us. The express trains there do not go more than twenty-five miles an hour. You take the railroads of Switzerland, their express trains only run about fifteen miles an hour. The continental railroads, my experience has been, are inferior to those anywhere. The Great Eastern road in England, their flying Dutchman, that was the first train that was run at sixty miles an hour. Now there are other trains running there at sixty miles an hour, but on the continent, take those German roads, in Switzerland, in Italy, they are slow trains, poor cars, high prices—everything inferior, my experience is, to our own.

On this general subject of municipal ownership, it seems to me that the question cannot be easily adjusted. Any of you gentlemen will agree that there are each year places where roads might be opened. We will say in Jamestown, you could name streets where it might be well to start a new street railway, and where private enterprise will be willing to take it up; but you propose to the municipality to start a new railway. I do not believe that one-third of your board of councilmen, or one-third of your citizens, perhaps not one-fifth of them, would be in favor of the city taking it up. Now how many towns are there that would be willing to start a new street railway. It might pay to start a new street railway from Jamestown down to Syracuse. Propose to the state of New York to build the railway. I do not think many would favor that, and I think that the reasons would be apparent; it would be unwise for the state to build this. It seems to me that the question is not, shall the state take up railways which have been proven to be profitable, but shall the state experiment in opening new railways?

President Johnson—In my remarks about the speed of trains, between London and Galsgow, I said that the trains were different and run faster

there; I intended to do so anyway. I came over the Northeastern on the 18th day of March last between London and Liverpool. The distance is something about like two hundred miles, I believe. We left London at 9 o'clock in the morning and arrived at Liverpool at 4:30 in the afternoon, on schedule time. The other place that I traveled through England was from Liverpool to Grimsby. These are the only two roads I traveled over personally in England. The government constructed the roads in England originally, and owns them today, and I believe the muicipality of Berlin constructed its elevated road, anyway. Liverpool, I believe, bought its street railway; I do not know on what terms.

Councilman Laggar, Joliet, Ill.—I traveled some five or six thousand miles through Europe with my wife, and I want to say to you that I would rather ride on the cattle cars owned by Armour in Chicago, which are better to travel in than the first class compartments. The people have to travel worse than cattle there. Now if that is going to be municipal ownership, I say for God's sake lets stay where we are; lets remain where we are. When I got to New York I thanked God that I was back in this country, and I don't want to go through it again, and if our friend, the president was so well treated, I believe he didn't go into some of the countries that I did.

Mayor Stephens—If there is no further discussion, we will adjourn until 10 o'clock tomorrow morning; 10 o'clock sharp.

# SIXTH SESSION.

Friday Morning, August 23, 1901.

The meeting was called to order at 10:15 by President Johnson.

President Johnson-Before we proceed, I want to make a little explanation at the request of the citizens of this city, in regard to the circulars that I presume most of you got. It was signed, or purported to be signed, by a man by the name of Ferguson, as president, and Johnson, as secretary, of the street railway association of this city, saying that they had gone on a strike, and giving their reasons for it. In that circular they also claimed that they were backed by the Federation of Labor and the National Association of Railway Employes, as well as the labor unions of the city. I have been told that such methods as they pursued were unauthorized. Now I myself personally, and I believe the majority of you gentlemen, sympathize with the laboring organizations—labor in a legitimate way but I do not believe that we could say anything that would be strong enough to condemn the action of a few men who will send out circulars such as was sent to me and others, asking us to refrain from coming here, and thus injuring their own city. Had they asked us to refrain from patronizing the street railway, that would have been another thing, but to ask us absolutely not to come here, I do not think language can be used strong enough to condemn such action. I hold in my hand a paper, a copy of the program issued by the mayor of this city, wherein he gives the names of the committee appointed by him, and one of the committee was Rev. Dr. Hellings, that opened our meeting with prayer. The committee consisted of three gentlemen, and these gentlemen made a report, unanimous. I believe, to the mayor, condemning the strike. As I understand it, the agreement was that the strikers and the street railway company should abide by the report of the committee. The railway company was willing to do so, but the strikers were not. I have been told that instead of having the support of the Federation of Labor and the street railway association, and the labor organizations here, they had not the support of either one of them.

The first paper this morning will be "Local Option in Taxation," by Hon. Lawson Purdy, Secretary of the New York Tax Reform Association of New York City. I have the pleasure of introducing Mr. Purdy.

## LOCAL OPTION IN TAXATION.

The League of American Municipalities at its last convention in Charleston, S. C., unanimously adopted certain resolutions, outlining the changes which should be made in the constitutions and statutes of our states, in order that progress in taxation may be possible.

It is less than nine months since that convention was held, yet action has already been taken in several states in accordance with the recommendations of the League. The resolutions adopted by the League, which have had such approval.

are as follows:

"Resolved, That all provisions in state constitutions should be abolished which

restrict the power of the legislature to regulate assessment and taxation.

"Resolved, That so much state revenue as may be required in excess of that derived from specific taxes, should be apportioned to and paid by the counties or

towns in proportion to county or town revenue.

"Resolved, That every county or town and every city be granted the right to regulate the assessment and taxation of property at its discretion, provided any

increase or reduction of assessment must be uniform throughout such county, town or city, and not made on the ground of ownership.

## NEW YORK CHAMBER OF COMMERCE FOLLOWS THE LEAGUE.

Three weeks after the adoption of these resolutions the Chamber of Commerce of the state of New York, one of the most influential and conservative organizations in the country, unanimously approved the report of its committee on state and municipal taxation, and the bill presented by the committee "For the Apportionment of State Taxes and for Local Option in Taxation." Following the action of the chamber the bill was endorsed by the Merchants' Association, the Board of Trade and Transportation, the West End Association, the United Real Estate Association, the Central Federated Union, the Building Trades Council, fifty labor organizations in the city of New York, and a number of commercial and reform associations throughout the state.

This bill follows precisely the plan outlined by the League, except that no

and reform associations throughout the state.

This bill follows precisely the plan outlined by the League, except that no amendment to the constitution of the state of New York is necessary. The bill provides first, that the city of New York, through its municipal assembly or any county of the state by its board of supervisors, may exempt from all taxation or reduce the assessment of any class of property, provided such exemption shall have uniform operation throughout the city or county, and shall not be made on the ground of ownership. That is to say, that no exemption shall be made which would be in the nature of a special privilege to favored persons or corporations, and that it must apply to all property of the character designated within any city or county. city or county.

ground of ownership. That is to say, that no exemption shall be made which would be in the nature of a special privilege to favored persons or corporations, and that it must apply to all property of the character designated within any city or county.

In the next section of the bill provision is made for the gathering of statistics by the state board of tax commissioners, so as to show the greess revenue of every that state board of tax commissioners, so as to show the greess revenue of every that the third section, an amendment is made to that section of the tax law which provides for the equalization of assessed value and the apportionment of the state tax, so that the state board of equalization has merely the ministerial duty of determining the proportion of state tax which each county shall pay, by dividing the gross revenue of each county, including all the tax districts within it, by the sum of the gross revenue of all the tax districts of the state for the preceding calendar year.

You are familiar with the evils which result from the apportionment of state taxes, among the counties of the state, on the basis of the value of property as assessed by local officials, and the great improvement which will be effected by the enactment of the plan of apportionment I favo outlined. The principle appeals the enactment of the plan of apportionment I favo outlined. The principle appeals would work in practice in this state. Unfortunately there is no state in the Union in which the statistics of local revenue are at present compiled in such a manner as to satisfy the manager of the most slip-shod business house, and it is not possible to show the effects of this law in all the counties in this or any other state. Two years ago, however, a report was made by a special legislative committee, which gives us sufficiently accurate figures to make the computation for the city of New York and three rural counties. The amount of the property of the state for the privacy of the amount of money rushed to the property of the

in ignorance of our income and the manner in which we obtain it. No private business could be run in this fashion for a year. Whether we adopt apportionment in proportion to revenue or not, we ought to have such knowledge of our governmental affairs as these statistics will give us.

## OREGON ADOPTS APPORTIONMENT RECOMMENDED BY THE LEAGUE.

Although the bill recommended by the Chamber of Commerce did not become a law in New York this year, the plan of apportionment found favor in Oregon and became a law in that state by the approval, on February 27th, of House Bill No. 68. The principle of the Oregon law is in harmony with the League's resolution, but the law differs somewhat from that proposed for New York, in that the apportionment is only made every five years instead of annually. The directions for apportionment are contained in Sec. 4 of the Oregon law, and are as follows: as follows:

"In order to ascertain the proportion of such taxes to be paid by the several counties, said state officers shall ascertain from the reports of expenditures of the several counties, on file in the office of the secretary of state, the average amount of expenditure in each county during a period of five years; and each county shall pay such proportion of said state taxes as its average expenditure for said period bears to the total amount of expenditures in all of the counties of the state, such computations to be made by said state officers in January, 1905, and in January in each fifth year thereafter, until the January, 1905, computation, the proportion of the state taxes to be paid by the several counties shall be as set out in the following table, which is based on the assessments of the several counties for the past five years, to-wit:"

The principle of apportionment on the basis of revenue is applied in this Oregon law, but unfortunately it is not perfectly applied. The apportionment is based on expenditures made for county purposes exclusively, instead of on the expenditures for county purposes and for all other purposes within the county. In Oregon this may make very little difference, but in the state of New York and in many other states it would operate to the advantage of countles containing large cities, and throw an undue burden upon the rural counties. The reason of this is that county expenditures do not everywhere bear the same relation to the total of local expenditures within the county, being frequently smaller in proportion to local expenditures in counties which contain large cities than in the rural counties.

I fear that the Oregon law will also be found defective in the lack of definition

large clues than in the rural counties.

I fear that the Oregon law will also be found defective in the lack of definition of terms. In the New York bill the words "gross revenue" are carefully defined, and the definition excludes money borrowed, whereas, the word "expenditure" is used in the Oregon statute without definition and would appear to include the expenditure for public works paid for with borrowed money. This would unfalrly increase the proportion of such counties as had made extensive and permanent

improvements.

# TEXAS SEEKS LOCAL OPTION.

The Houston Manufacturers Association has for some time been urging the adoption of an amendment to the constitution of Texas to permit local option in taxation. At the last session of the Texas legislature a bill for this purpose was introduced and passed the lower house, but too late in the session to be passed by the senate.

# COLORADO LEGISLATURE ADOPTS LOCAL OPTION AMENDMENT.

The most notable action in harmony with the resolutions of the League has been taken by the state of Colorado. The resolutions were sent to each member of the Colorado legislature, and I am informed that they had an influence in determining the favorable vote on an amendment to the Colorado constitution. The amendment is as follows:

"Section 9. Once in four years, but not oftener, the voters of any county in the state may, by vote, at any general election, exempt or refuse to exempt, from all taxation for county, city, town, school, road and other local purposes, any or all personal property and improvements on land; but neither the whole nor any part of the full cash value of any rights of way, franchises in public ways, or land, exclusive of the improvements thereon, shall be so exempted; provided, however, that such question be submitted to the voters by virtue of a petition therefor, signed and sworn to by not less than one hundred resident taxpayers of such county and filed with the county clerk and recorder, not less than thirty nor more than ninety days before the day of election.

more than ninety days before the day of election.

"Section 11. The rate of taxation on property for state purposes, shall never exceed four mills on each dollar of valuation; but the provisions of this section shall not apply to rights of way, franchises in public ways, or land—the full cash value of which may be taxed at such additional rate, not exceeding two mills on each dollar of assessed valuation, as shall be provided by law, after exempting all personal property and improvements thereon from such additional rate of taxation."

taxation."

In 1899 the senate of Colorado appointed a committee to investigate the subject of taxation and suggest amendments. Senator James W. Bucklin, of Grand Junctlon, Colorado, was made chairman of the committe, and on behalf of the

committee visited the Australasian colonies of Great Britain. On his return he submitted an exhaustive report, setting forth the conditions as he found them in Australia and New Zealand, and recommended the adoption of the Australasian tax system, and as a step in that direction he proposed the amendment to the con-

tax system, and as a step in that direction he proposed the amendment to the constitution which I have just read.

The experience of New Zealand with local option in taxation covers a period of five years. In September, 1896, a local option act was passed, but it imposed such severe restrictions as to render action by any municipality extremely difficult. Only direct taxpayers were allowed to vote and the majority in favor of any change was required to be equal to a third of the voters. In spite of these restrictions fourteen local bodies had adopted changes in their local systems up to February, 1900. At the parliamentary session of 1899 and 1900 amendments introduced by the premier, Mr. Seddon, were adopted, which gave tenants the right to vote, abolished plurality voting and provided further that a simple majority was sufficient to make changes in the system of local taxation. Since the act was amended nearly fifty

plurality voting and provided further that a simple majority was sufficient to make changes in the system of local taxation. Since the act was amended nearly fifty local bodies have voted to abolish taxes on improvements.

The testimony of the premier and other officials in New Zealand, as quoted in Senator Bucklin's report, shows that the local option act has been a great success, and that there is no thought of its repeal.

The amendment passed the Colorado senate by a vote of 26 to 6, and the house by a vote of 50 to 11. If this vote is at all indicative of public sentiment in Colorado, there should be little doubt of the ratification of the amendment when it is submitted to the propule in the autumn of 1902. when it is submitted to the people in the autumn of 1902.

#### OHIO BUSINESS MEN DEMAND LOCAL OPTION.

The business men of Ohio have become aroused to the necessity for making great changes in the tax system of that state, and the Ohio state board of commerce has entered upon a campaign of education to secure the passage, by the next legislature, of an amendment to the constitution. The state board in its statement of principles declares:

"For an amendment to the constitution to permit local option in taxation and a simplification of our system of taxation by means of which gains of great and permanent value to every business interest can be secured.

The state board has engaged the editor of "Public Policy," Mr. Allen Ripley Foote, of Chicago, to conduct their campaign, and has already provided for sending Mr Foote's paper weekly, to 532 newspapers in the state. This movement in Ohio is not confined to business men, for on July 12th, the Ohio State Bar Association adopted a resolution,

"That the constitution of Ohio should be so amended as to completely separate state and local taxation; that each city and county of the state be vested with the power of taxation, for the purposes of such city or county, subject to the authority of the legislature to limit local indebtedness and fix a maximum rate of taxation which the city or county may levy."

The state platforms of both great political parties devoted unusual space to taxation, and while somewhat vague, as political platforms generally are, they did not antagonize local option in taxation. The Miami county republican platform declared that:

"We favor the principle of home rule or local option in taxation, whereby each city and county may raise its own taxes, in its own way, for its own purposes, subject to the authority of the general assembly to limit local indebtedness and prevent any abuse of power by the local governing bodies."

## BRITISH MUNICIPALILIES PETITION PARLIAMENT FOR LOCAL OPTION.

The movement for local option in taxation goes on in Great Britain with constantly increasing force, and unless we hasten in this country Great Britain Is likely to be ahead of us.

The councils of Glasgow, Liverpool, London and over three hundred municipal-ties have petitioned parliament for local option, and a few weeks ago the Urban District Councils Association of Great Britain, representing four hundred towns, likewise petitioned parliament for this reform.

# CONCLUSION.

1 do not propose at this time to present an argument for local option in taxation. You have already adopted resolutions which could not be made any stronger, and the action of other countries and many of our states shows such a strong tendency in this direction as to make such an argument almost superfluous. Our nation, made up as it is of independent states, is a magnificent example of the blessings of local

up as it is of independent states, is a magnineent example of the blessings of local self-government, and the movement for local option in taxation is unerely an extension of the principle which has made this country great.

In a democracy where the enforcement of law is in the hands of elected officials law can only be enforced in accordance with the prevailing sentiment of each community. You are all familiar with the practical nullification of restrictions upon personal contents. sonal liberty which do not commend themselves to the citizens in many cities. It is the rule and not the exception that taxatlon laws are enforced in the same spirit, and the practice in most of the cities of the United States is so different from what one would expect from a reading of the state statutes, that the author of the statutes could not recognize his own law in practice. This is local option without the sanction of law. It is better than no local option at all but it is always an evil to have laws on the statute books which are not enforced or enforcible. It breeds contempt of law and leads to unlawful acts subversive of individual rights.

Anyone can see that a tax law which may work fairly well in thinly settled rural communities will be productive of fearful injustice in a great city. The attempt to legislate by one rule for great cities and country illages has everywhere proved a failure. It is time that we learned from bitter experience to allow such latitude to each homogeneous community as may enable it to adapt its tax laws to the conditions of its own life.

President Johnson—Before I call upon Mayor Jones, I want to make an announcement of the excursion on the lake this afternoon and evening, which the citizens have arranged for us, and I trust that every delegate and visiting lady will attend. I have the pleasure of introducing to you a gentleman who is known not only in the United States, but all over the world, as Mayor Golden Rule Jones, of Toledo, Ohio.

# POLITICAL LIBERTY.

To only a limited extent have we in America as yet achieved political liberty. In the "Religion of Democracy," a remarkable book that came out during the last year, I read that "America and Europe are sick with the nightmare of their dreams; in their dreams they have dreamed of democracy, and in their dreams they have achieved liberty, but only in their dreams, not otherwise." I think I agree with this proposition to the fullest extent. We have dreamed of equality and liberty, and just as when in that semi-conscious state which is described as half sleeping and half waking, we have fancied that we possessed the reality, but waking from our slumbers we find that we have only been dreaming. Because it is written in the "Declaration" that "all men are created equal," it does not necessarily follow that our institutions and laws are built true to that high and holy ideal. It is a grand thing for America that our forefathers "hitched the wagon to a star," but political equality is a star that is yet afar off, and though some of them followed diligently, the nation has not yet discovered the common ground of political equality that will prove its savior. It is not enough that every male citizen shall have the right to vote, for the conferring of the political right to vote before we have discovered how to think is of little value to the cause of human liberty.

Political liberty implies a political state in which every soul must have something more than the mere right to vote. To my mind, it should imply a state of society in which every soul should be a sovereign equal, and in which he or she should have access to every needful thing required to develop each individual to the highest possibilities of soul and body. This is equality; this is democracy, and some decades, perhaps centuries hence, America will have realized this exalted state. We are going forward. We are Infinietly better than we were, we shall be immeasurably better than we were,

ably better than we are.

In our as yet imperfect state of development, government—municipal, state and national—is an instrument very largely made use of by the cunning few for the purpose of plundering the many while pretending to serve them, and the people, through an equally immature and imperfect system of education and through a species of flag worship and delusive talk about patriotism, remain in ignorance of the way they are victimized, and in this as well as in every relation of life, they pay the penalty of their own ignorance. For let it be remembered that every defect that there may be in our system of political relation or our politics is directly the fault of the people themselves; not chargeable to "corrupt organizations," "scheming politicians." "the ruling classes," "the corporations," or any of the various sources against which there is so much popular outcry, for every imperfection in our governmental system is subject to revision by the people themselves whenever the people consciously and intelligently will it. In other words, we as municipalities, states and as a nation are and will be just what we will to be—slaves or serfs or free men.

## OUR FIRST ONE HUNDRED AND TWENTY-FIVE YEARS.

In our politics thus far we have willed to be, to a great extent, slaves of the political bosses, because we have adopted a system of party politics that cannot be carried on without bosses and machinery. It is true that a government supervised, run and carried on by contending parties in the interest of the bosses is better than a government carried on by kings and queens in the interest of a nobility; the political boss is more democratic than a king or queen, hence I would prefer to be ruled by a boss than by a king or queen.

So we see that from government by kings and queens to government by political bosses is a step upward, a step in the right direction, but it is not the final step.

So we see that from government by kings and queens to government by political bosses is a step upward, a step in the right direction, but it is not the final step. We have as yet but touched on the borders of the great ocean of truth respecting political relation, and the ocean itself remains entirely unexplored. The ocean to which I would invite you is the ocean of political liberty, and I would entreat every

man who would be free, who would taste the sweets of liberty, to cast aside his bonds and plunge boldly out into this great sea of human delight—freedom.

That was a bold dash of the plow boy poet, Robbie Burns, one hundred and twenty-five years ago, when he said:

"A fig for those by law protected! Liberty's a glorious feast; Courts for cowards were erected, Churches built to please the priest."

I suggest an amendment and would paraphrase the last line:

"Parties built to please the boss."

And just as the decay of institutionalism has meant the growth of liberty, so only through the decay of partyism is there any hope for the growth and triumph of democracy.

# PATRIOTISM AND PARTYISM.

Patriotism and partyism cannot abide together. Oil and water will not mix. Good and evil are antagonistic propositions, and only as we grow superior to and rise above partyism can we have any adequate conception of the glory of patriotism. Patriotism means the love of the whole; partyism means the love of the few. Patriotism strives for the triumph of the whole; partyism strives for the triumph of few. Patriotism fuses the whole together into one solid mass indissoluble; partyism seeks to divide and separate into fragments and "organize," its real purpose being to get the people into form for more convenient plundering. A very little study of this principle will bring one to see how unscientific it is in character and to see the impossibility of anything like progress while our system of politics is managed in the interest of the parties instead of in the interest of the people.

We profess to believe in a government of majorities; as a matter of fact, our government is a government of a very small and select minority, and this is true

of every state and nation and will continue while the people are owned by the

parties.

# THE HOPE OF DEMOCRACY.

The hope of liberty, the hope of equality, lies then in a larger politics; lies only in the creation and building up of a citizenship of sovereign equals, where every man will carry his sovereignty under his own hat, and every woman will carry her sovereignty under her own hat, is she wears one, or in front of her Grecian knot, if she wears only that. Under the "party," "cancus," "primary," "convention," "delegate" system of politics there is no hope of progress because the conventions are dominated by the bosses as completely as though they owned them—which they often do. Our government is a government of minorities because a few men in each political division select the candidates; they get together in the primaries—a handful of them—and "make a slate," naming those who shall go to the convention, and before their names are ever placed on the slate the bosses know whom and what they are for. Thus the candidates are named in advance of the convention, and when the candidates are once named it is all over but the shouting, in most of the political divisions of the United States, because they are either heavily democratic or heavily republican. Thus you see the whole thing is settled by the few men who name the candidates, and still we go on blindly worshipping this system. Occasionally there is a howl for a new party, but there is no hope in a new party operated with the same old machinery. The same old machine will produce the same old results.

The party system has not miscarried; it has done just what it was destined to

The party system has not miscarried; it has done just what it was destined to do. It is a system of selection by which the cunning and strong and the unscrupulous are given the mastery of the simple, the confiding and the unwary. To change lous are given the mastery of the simple, the confiding and the unwary. To change the name of the party and conduct it with the same machinery can bring no other result. In resorting to the organization of parties in the hope of affecting political reforms, we are trifing with a fundamental principle of human life; a principle, indeed, affecting all life, and that principle is the idea of unity, of oneness. Humanity is an organism. All humanity is one; the nation is one; the municipality is one; the state is one. Now, the organization of parties or sects within a body that is already one only means the disorganization, the disruption, the destruction of that body, and we can hope for no other result so long as we pursue this policy. It is the hopeless method of strifeful warfare.

Many well-meaning people think they see relief from the political evils that

Many well-meaning people think they see relief from the political evils that beset us in public ownership of public utilities; others see the remedy in the single tax; others in the forceful inauguration of socialism. Now, I am for the public ownership of everything in sight. I am for the common ownership of everything ownership of everything in sight. I am for the common ownership of everything that is needed to develop to its highest possibilities each individual life in the state, the nation and the world; but I think we can all see that public ownership of public utilities in a society of thieves would not produce the ideal social state. The single tax would not prove effective in making men and women honest; and simply voting for socialism would not coerce the people into righteousness. "Righteousness exalteth a nation, but sin is a reproach to any people," said the wise man three thousand years ago, and I faucy no one has yet discovered a substitute for integrity; indeed, I believe Whitman, the poet of democracy, has given us a key for all our political ills in six words, and here they are: "Produce great persons; the rest follows." Maybe there is a short-cut or cross lots road to political peace and social justice, but, if so, I have not yet discovered it. The prescriptions of Solomon and Whitman may be old-fashioned, but they appear to be fashioned in God's way.

#### THE REMEDY.

As I have said, the remedy lies alone in the growth of the love of liberty that shall bring every man and every woman to declare his or her emancipation from any and every sort of sect or clique or party that shall in any way hamper or limit him in his right to live at all times according to the highest impulse of the soul. I am a man without a party. I disavow allegiance to any man or set of men, any part or party, or anything less than the entire whole. To do this I hold myself free in any election to vote this way or that, with this party or with that party, or with no party, or indeed hold myself free not to vote at all, if in so doing I shall be true to the highest impluse of my own soul. And it is my belief that the hope of America lies in the development of this sort of citizenship. I hold that it is the duty as well as the right of the citizens of any political division to select their own candidates by free petition without the aid or hindrance of any sort of caucus, primary, convention or party machinery; and until this shall be done I hold that it is my duty, as I have already said, to vote with this party or that party or with no party at all, according to the highest impulse of my own soul.

President Johnson-The remainder of the papers and addresses will be concluded at a session to be held at Long Point at some time this afternoon or evening that I cannot give until we get there. The time has now arrived for the election of officers and the selection of the next place of meeting. Nominations for president will now be in order. I wish to ask as a special favor that you make your speeches as short as possible.

Mayor Perry, Grand Rapids, Mich.-Mr. President and gentlemen of the convention, it is my pleasure to place in nomination for the office of president of our League a man who has served us faithfully ever since the formation and birth of this League. He is our present first vicepresident, and I believe in promoting him to the office of president. nominate Mayor Ashley, of New Bedford, Mass.

Councilman Briggs, Terre Haute, Ind.—In behalf of Terre Haute, I wish to second the nomination.

Mayor Smyth, Charleston, S. C .- I move that the nominations be closed. Motion carried.

Delegate—I move that the secretary cast the ballot of the League for Mayor Ashley. Motion carried.

Secretary MacVicar—The ballot is cast for Mayor Ashley.

President Johnson—I appoint Mayor Perry and Mayor Smyth a committee to escort Mayor Ashley to the platform. The next in order is the nomination for first vice-president.

Councilman Briggs, Terre Haute, Ind.—I would like to place in nomination the name of Mayor Smyth, of Charleston, S. C.

Delegate—I move that the nominations be closed and the secretary cast the ballot for Mayor Smyth. Motion carried.

Secretary MacVicar-The ballot is cast for Mayor Smyth.

President Johnson—Gentlemen of the convention, I have the pleasure of introducing to you the perpetual mayor of New England, and the next president of this League, Hon. Charles S. Ashley, of New Bedford, Mass.

Mayor Ashley—Mr. President and gentlemen of the convention. I will state that there is no higher honor than to be elected in a city by its people, and especially in a non-partisan city, if I may say so. Next is the honor of being elected as president of the League of American Municipalities, for which honor I assure you I thank you.

President Johnson-The next officer to be nominated is second vicepresident.

Delegate-I wish to nominate Mayor Richard J. Barr, of Joliet, Ill.

Mayor Perry, Grand Rapids, Mich.—I second the nomination, and move that the rules be suspended and that the secretary cast the ballot for Mr. Barr. Motion carried.

Secretary MacVicar-The ballot is cast for Richard J. Barr.

President Johnson—The next is the nomination for third vice-president.

Delegate—I nominate Councilman Charles H. Blaine, of Wilmington, Del.

Delegate-I nominate Mayor J. Emil Johnson, of Jamestown.

Mayor Harbison, Hartford, Conn.—It gives me great pleasure to present a name which I believe will receive the commendation of every delegate who has attended the conventions of this League. I do not want to say a word against those already nominated, but I do believe we can advance our interests more materially by nominating a man who will render strength in a section where we need strength, and therefore, not only to carry out my own wishes, but the wishes of a large number of delegates, I place in nomination Mayor Head, of Nashville, Tenn.

Mayor Johnson, Jamestown—I feel highly honored by my nomination, but I want to get up and second the nomination made by my friend from Hartford. I think it is due the South to have that office.

Councilman Blaine, Wilmington—I appreciate the honor in my nomination for third vice-president, but would respectfully decline also.

Mayor Harbison—I move that the nomination be made unanimous, and that the secretary cast the ballot for Mayor Head. Motion carried.

Secretary MacVicar-The ballot is cast for Mayor Head.

President Johnson—The next officer is the secretary.

Councilman Briggs, Terre Haute—Mr. Chairman, if nominations for secretary are in order, I place in nomination Hon. John MacVicar.

Delegate—I move that the nomination be made unanimous and that the secretary cast the ballot of the Leaugue for the nominee.

President Johnson—I will ask that the convention rise in support of his election in a body; that will show how he stands.

Mr. MacVicar was declared elected.

President Johnson-The next in order is the treasurer.

Delegate—I take this opportunity of nominating Hon. Thomas P. Taylor, of Bridgeport, Conn. In doing so I know it is pernaps against his wishes, but he has made so efficient and earnest an officer that I trust this convention will elect him unanimously as we have our efficient secretary.

Delegate—I move that the secretary be authorized to cast the ballot of the League for Mr. Taylor. Motion carried.

Secretary MacVicar-The ballot is cast for Mr. Taylor.

President Johnson—The next is the nomination of five trustees. I want to ask the indulgence of the convention in nominatig two of these gentlemen. I want to place in nomination Mayor Thomas G. Hayes, of Baltimore, Md., and Mayor John Arbuthnot, of Winnipeg, Canada. I think we should recognize our Canadian friends. They will come into the League and be with us if we give them an opportunity. I visited Winnipeg last spring. Mr. Arbuthnot called a special meeting of the council, and

by the unanimous vote of that body they joined the League, and but for the death of his niece Mayor Arbuthnot would be here.

Mayor Smyth, Charleston—I move the nomination of Mayor Harbison. of Hartford, Conn.

Councilman Gibson, Des Moines, Iowa—I nominate Mayor Parkhurst, of Gloversville, N. Y.

Delegate—I nominate Hon. P. H. Cummings, president of the council of Fargo, N. D.

Delegate—I move that the secretary be authorized to cast the ballot for the nominees. Motion carried.

Secretary MacVicar—The ballot is cast as ordered.

President Johnson—Now the next thing will be the selection of the next place of meeting. Nominations will be in order. I wish to say to you gentlemen that we have some correspondence from the city of Milwaukee, from its mayor to me personally and to you as a League, and from the Citizens Business League. Milwaukee had a representative here who left yesterday, leaving the proxy of Milwaukee, and giving its vote to Grand Rapids, Mich.

The following communications were read:

League of American Municipalities,

In Convention, Jamestown, N. Y.

Gentlemen: I take great pleasure in renewing the invitation of the city of Milwaukee to the League of American Municipalities to meet here in annual convention next year. As you know, on two previous occasions we have presented invitations to you to meet here. We want this, our third invitation, to be accepted. We understand that Milwaukee is one of the largest cities in the country which holds membership in the League. Our principal object in joining was that we might be in a position to invite you to meet here, but since we have been members we have been very well pleased with our membership, and are more than ever anxious that you should do us the honor to meet here. Milwaukee, besides being one of the great cities of the United States, has an enviable reputation in the entertainment of a large number of associations. We have everything here which contributes to a successful convention; our city is beautiful, we have a most delightful climate, there are countless pleasure spots in and about the city, affording particular delights to all visitors; our hotels are known as among the best to be found anwhere in the United States, and it is our boast that there are no more hospitable people to be found than in Milwaukee.

I sincerely trust that you will accept our invitation, and vote unanimously to meet here next year.

Wishing you a very pleasaut and profitable session, I am, Very truly yours,

DAVID S. ROSE, Mayor.

League of American Municipalities,

In convention, Jamestown, N. Y. tlemen: The Citizens Business

Gentlemen: The Citizens Business League club wanted you to meet here in this city last year. We wanted you this year, and we want you more than ever next year. Is not our persistence to be rewarded with an acceptance of our invitation to you to meet in Milwaukee? The past few years has made our city so famous as a convention city, that it is not necessary to go into particulars regarding our especial attractions. We will say, however, that our central location, and the easy access from all parts of the country, usually ensures a particularly large attendance at every convention held here. The Citizens Business League was largely instrumental in securing for the League of American Municipali-

ties the membership of our great city some three years ago. That membership has been maintained, and it is the desire of our people that you come here to see our city and become acquainted with our people.

We hope that you will honor us by a decision to come here in 1902.

Very truly yours,

R. B. WATROUS, Secretary.

Secretary MacVicar, Convention League of American Municalities, Jamestown, N. Y.

Milwaukee is one of your oldest and biggest members. She wants convention next year. Wants it badly. Can't she have it? Please read to convention.

CITIZENS BUSINESS LEAGUE, By R. B. Watrous, Secretary.

Mayor Head, Nashville—Mr. President, before we commence voting on the question of selecting the place for our next meeting, I have a resolution here I would like to have read. I think it would be in order at this time.

The following resolution was read:

Whereas, many members of the League believe that its scope and usefullness would be enlarged by a systematic effort continued through the year, be it

Resolved, That four standing committees be appointed by the president, whose members shall be so grouped that it will be possible for them to hold occasional meetings through the year without great expense, and that the committees be requested to study the questions of uniform municipal accounting, franchises, taxation, and the proper management of public utilities. Be it further

Resolved, That these committees report the result of their labors at

the next annual convention of this League.

The resolution was adopted.

Mayor Hayes, Baltimore-Mr. President and gentlemen of the convention: We want the convention to meet in Baltimore for 1902. We have so expressed it upon cards and ribbons, and I want your kind indulgence for a few moments to give you the reasons for that want. I believe that the controlling principle that should govern the members of this League in selecting their next place of meeting should be the welfare of the great League of American Municipalities. I think Baltimore city is a great city. It has nearly 600,000 inhabitants. great metropolis of the South, the largest city south of Mason and Dixon's If you take the League of American Municipalities to Baltimore, you are placing the League in one of the great cities of the country, and when you do that you give greater publicity, you attract a wider interest. I think if you get into one of the great cities of the East you are going to help towards the propagating of these great principles of our League. I am a great believer that this league is going to do a grand work towards reforming municipal government.

I have another reason why I am especially solicitous that this League should meet in Baltimore. I have been mayor of that city for two years, and I have to be mayor for two years more. I started out determined (and I have not thus far swerved from that determination) to divorce absolutely politics from the administration of the municipal government. I have been assaulted by the professional politicians. I want you to come there and give us the benefit of your support along these lines.

I want to tell you that Baltimore is a beautiful city. We have, I think, (and I have been a traveler over Europe and every section of our own country) the most beautiful parks in the world. We have a history. We are a great educational center. I do hope that this convention will honor Baltimore by coming there. They will receive you with a hospitality that will be pleasing to you. Every home will be thrown open to you. We want you to come.

Mayor Robinson, Colorado Springs, Col.-Gentlemen of the League of American Municipalities. I am also a candidate for this convention. I feel that Colorado Springs has claims upon you that you ought to consider and I believe that you will consider. Colorado Springs has been a member of this League for three or four years. It took part in the convention at Syracuse, I had the delightful pleasure of attending the convention at Charleston, and we are here today in Jamestown. not alone upon personal grounds, but upon the grounds that it is for the very best interests of this League, that I believe this next meeting should be in Colorado Springs. I have brought this map before you to show where the conventions have been held, in Columbus, Ohio, in Detroit, Michigan, and twice in the state of New York. You will see that the five conventions have been held in this limited area, with one wise exception, that of Charleston, S. C. It was wise because it was wise to take the convention to the great South and bring it in touch with that section of the country, and for the same reason I contend that it would be wise for this convention to come to Colorado Springs. will be this, that you will get in touch with these great commonwealths of the West and increase your membership very largely beyond what it is now, and I believe candidly that there is no place East or in the West where you will get as large an attendance as you will at Colorado Springs. Why? Because your membership is going to increased throughout the neighboring states. I am confident that the cities in the West will join this League when they find that it is national Some say that it is a great distance out there. I admit that. But it is not one foot farther from here to Colorado Springs than it is from Colorado Springs to here.

But what are the local advantages. We cannot appeal to you as Mayor Perry will, and I am not saying a word against the claims of Grand Rapids, or of Baltimore, or any other city. We cannot point out such object lessons in municipal government as will Mayor Perry, but we have there a city which has grown up in thirty years out of the American desert, as beautiful a city, for its size, as there is in the We can show you what western progress has done, and what the best ability of the East has done for the West, a beautiful city with magnificent schools, colleges, all these things are there. I appeal to you on these grounds and upon the fact that you will build up this League as you can in no other way, by coming in touch with the great West, and make them feel that they have a part in this institution, and thus you will touch the East, West, North and South, and bind these commonwealths together and make this organization the greatest organization for the betterment of municipalities in the world. I appeal to you upon the ground of justice and upon what is best for this organization, to

come West, and I believe that you will have a larger convention than you will have in any Eastern city. I have nothing to say about the great Middle West, but out of the Middle West, out of the East and South, have come the men of the Great West. I want you to come and see us and see what we have done to unite this great country, and to build up this organization as it will not be in any other way. In the selection of officers every section has been recognized. Now recognize the West. Will you come?

Mayor Perry, Grand Rapids-Mr. President and Gentlemen of the Convention. I will make my remarks very brief, because it is getting late. Two years ago at Syracuse we had some discussion in regard to the formation of state leagues as a help towards the national association. I made a few remarks myself and pledged the convention that Michigan would organize a state league. I went home and went to work and we have got a state league. We have thirty-two cities as members, and our convention is a more largely attended convention than the national league convention. We want you to come to Grand Rapids, for the reason that this league has done so much for Grand Rapids. We want to show you some of the practical workings that have been the result of following the teachings of this League. We joined the League at its birth and we have been constant and untiring members of it ever since, and we will continue to do so. whether you go to Colorado Springs, Baltimore or Grand Rapids; it makes no difference to us. But we present the argument to you, that if you desire to see with your own eyes an object lesson, a city that has built its own garbage plant, its own city lighting plant, its own water works plant, which has inaugurated a new system of public accounting, all through this League, every bit of it, come to Grand Rapids. During the last four years we have put \$1,000,000 in paving our streets and building sewers and drains—a good record for a city of 100,000 people.

We can furnish you all kinds of entertainment, but I will not burden you along these lines. If this League, in its wisdom, shall decide to come to Grand Rapids, I will not be afraid to pledge that we will have over 100 cities—yes, I will go a little farther—we will have 125 to 150 cities represented at the meeting. The thirty-two cities of the state league will be represented there, and out of these thirty-two cities this League should gain in membership at least ten or twelve, some of them, possibly, former members of the League that have dropped out.

If you desire to present a paper on municipal lighting, come down to our lighting plant; hold a meeting there. It is plenty large enough for your demonstrations. It is the same in the garbage plant, the same in our water system. Gentlemen, I appeal to you for the good of the League. We want to entertain you. I ask you to come to Grand Rapids.

Mayor Robinson—I just want to say a word, that Colorado has a League of over twenty cities.

Mayor Head, Nashville, Tenn.—In rising to second the selection of Colorado Springs as the place of our next meeting, I desire to make one suggestion to the League. Our place of meeting should ever be selected with a view, first, I may say, of doing that which is best for increasing the membership and enlarging the scope of our League; next, for the purpose of benefiting, if we can, that section of the country where there is the greatest room for doing the most good. I have been studying and investigating

the question of municipal reform, realizing the fact that the greatest difficulty we have to encounter has been to get rid of what has been done in the past. We have got to rid out before we can start anew. Now, if we can go to that western country where the cities are not so old and can start same of them upon the right lines of municipal government, I think we should do so. Looking at it from the broad standpoint of the interest of the whole country, it seems to me that there is a greater field in the West and in the South than we can hope to find in the East and Central West. I believe that if we make this organization national in its character, we will be doing a grander work for our union, our home, than if we confine our labors to the East and Central West.

Mayor Harbison, Hartford—I desire to second the nomination of Baltimore and Grand Rapids and Colorado Springs. From what I have learned in these conventions and from what I have ascertained of the men I have met with here, I would just as leave go to one place as I would to the other. But I have already made my mind up. If you want to go to the best city in the country, the place to go for this League to learn something would be to Hartford. But we don't want you—yet; we don't want you yet, but we will want you in the near future. I will have it so arranged that there will only be one place spoken of—Hartford. Now, Mr. President, so as to facilitate business and do justice to the cities, I move that there be no more speech making. I therefore move the previous question, and ask that you allow this convention to vote. Vote as you believe will be for the best interests of the League of American Municipalities, and whereever you go, Harbison of Hartford will be with you.

President Johnson—Are there any further nominations? I desire to make this announcement. Since we met here the 21st, Ada, Ohio, Baltimore, Md., and Derby, Conn., have joined the League. They will be entitled to vote for the selection of the next place of meeting. If there are any other cities that wish the same privilege, they can have the opportunity of joining now before the vote is taken.

The ballot was taken and resulted as follows: Grand Rapids, 16; Colorado Springs, 11; Baltimore, 1.

Mayor Hayes, Baltimore—I am instructed by the Baltimore delegation to change her vote to Colorado Springs.

President Johnson—The vote stands 16 for Grand Rapids and 12 for Colorado Springs. I therefore declare that Grand Rapids will be the next place of meeting.

Mayor Harbison—I would like to move that the vote for Grand Rapids be made unanimous. Motion carried.

Mayor Perry—I want to thank you most heartily from the bottom of my heart for the honor which you have conferred upon my city by giving us an opportunity to entertain you next year, and I pledge you that we will have the largest convention that we have ever held, and if we don't, I will pay your hotel bills.

Adjourned to meet at Long Point.

## SEVENTH SESSION.

Long Point, Friday Afternoon, August 23, 1901.

President Johnson called the meeting to order at 6:15 p.m.

The following resolution was offered by Mayor Smyth, of Charleston:

Resolved, That the hearty thanks of the delegates of the League of American Municipalities be tendered to the citizens of Jamestown, particularly to its mayor and city officials, its various committees, Lodge No. 263 of the Order of Elks, and to the ladies, for their hearty reception and generous entertainment during the session of our fifth annual convention.

Resolved, That we shall ever remember with pleasure our visit to

the beautiful, enterprising and up-to-date city of Jamestown.

The resolution was adopted unanimously.

The following resolutions were offered by Mayor Head, of Nashville:

Be it resolved, that the thanks of the League be tendered to our retiring president, Hon. J. A. Johnson, for his uniform courtesy and faithful work in behalf of the League.

Resolved, That the Secretary be directed to express the thanks of the League to the various non-members who have contributed to the pro-

gram of this session.

The resolutions were adopted unanimously.

Adjourned, to meet in Grand Rapids, Mich., in 1902.

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